VOL. 9

1/1-2-16-1

TRANSFERRED To R.A.R.C.

VOL. NO. – VOL. Nº	FILE NUMBER – DOSSIER Nº
9	1/1-2-16-1
TO – À 1971	SUBJECT – SUJET SPECIAL JOINT COMMITEE OF SENATE & HOUSE OF COMMONS 1959
FROM – DE May 1963	

DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT
MINISTÈRE DES AFFAIRES INDIENNES ET DU NORD CANADIEN

76

REFERRED TO – DESTINATAIRE	PURPOSE – OBJET	DATE	INITIAL – INITIALES	P.A. DATE – DATE DE RANGEMENT	B.F. DATE – DATE DE RAPPEL	INITIAL – INITIALES	REGISTRY INSPECTION – EXAMEN DU SERVICE DES ARCHIVES
RLT 1971381	004144	24.11.71	21	25/11/71		ARB	
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Central Registry	See Records Notice 11 on file	1/12/71				ACR 1	20/12/24 71

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VOLUME COMPLET

CANADA

DATED FROM / À COMPTER DU	63	TO / JUSQU' AU	71

AFFIX TO TOP OF FILE — À METTRE SUR LE DOSSIER

DO NOT ADD ANY MORE PAPERS — NE PAS AJOUTER DE DOCUMENTS

FOR SUBSEQUENT CORRESPONDENCE SEE — POUR CORRESPONDANCE ULTÉRIEURE VOIR

FILE NO. – DOSSIER N°	VOLUME
1/1-2-16-1	10

000002

Department of
Indian Affairs and
Northern Development

CANADA

Ministère des
Affaires indiennes et
du Nord canadien

30/11/71

OTTAWA, Ontario K1A 0H4

R.L 2

our file/notre dossier 1/1-2-16-1
your file/votre dossier

Correspondence Removed From File

Correspondence No. 004144 was routed to R.L. 2 24/11/71 on file. The file has been returned to Records but the correspondence is missing.

Correspondence may only be removed from file in accordance with the instructions on the back of the file jacket.

Please return the correspondence and/or advise disposition.

W.J. Pearce,
Departmental Records Manager.

McEvoy/gm

Returned to ACR – Room 702
G.A.

Can you tell me what this was about? I don't think I removed anything from any file

RL2
1 Dec 71

P.A. → 1/1-2-16-1

Ottawa 4, July 2, 1970.

M.M. Robillard,
Chief, Parliamentary and
Correspondence Division.

This is to confirm my telephone response to Mr. Osmani of your staff that there are no known Ministerial or Deputy Ministerial level Federal-Provincial conferences on Indian Affairs planned for 1970-71. I obtained this information from Mr. W. Kozar on behalf of Mr. J.B. Bergevin; and from Mr. G. Bell on behalf of Dr. D.A. Munro. Your memorandum of June 2 refers.

Original Signed by
W.A. GRYBA

W.A. Gryba,
Acting Chief,
Indian-Eskimo Bureau.

GRYBA:eh

ACTION REQUEST — FICHE DE SERVICE

GOVERNMENT OF CANADA — GOUVERNEMENT DU CANADA

FILE NO.—DOSSIER No

DATE 30-6-70

TO—A

R Neville

FROM—DE

Z. Osmond

	TEL. NO.—No TEL.	EXTENSION—POSTE
☐ PLEASE CALL / PRIÈRE D'APPELER		
☐ WANTS TO SEE YOU / DÉSIRE VOUS VOIR	DATE	TIME—HEURE
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MR GRY BA
This is what you asked for. Pat 23/6

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We have received mil report from Mr Mills Office. Hon. we would like to know the response from the Education, Community Service and Economic Development Directorate, re: I.E. Program

CALL RECEIVED BY / MESSAGE REÇU PAR

TIME / HEURE

000005

CGSB STANDARD FORM 12C 7540-21-029-0576

Department of
Indian Affairs and
Northern Development

CANADA

Ministère des
Affaires indiennes et
du Nord canadien

I.A.N.D.
CENTRAL SERVICES REGISTRY
JUN 8 1970
FILE No.
CORR. No. 4MR
TO

Za

June 2, 1970

your file/votre dossier

Mr Gryler

Mr. J.I. Nicol
Dr. J.S. Tener
Mr. A.B. Yates
Dr. H. Fischer
Mr. W.D. Mills
Mrs. I.S. Harlock
Mr. D.H. Beatty
Mr. K.F. White

The Federal Provincial Relation Secretariat would be requesting all Departments to assist in assembling a full calendar of planned conferences during 1970-71. Information is sought only in relation to Ministerial and Deputy Ministerial conferences.

I would appreciate if you would let me know no later than June 12, 1970, if plans are being made to hold such conferences and if so the purpose of the conference, names of the participants, the proposed date and location.

No plans as yet
6.6.70

M.M. Robillard,
Chief, Parliamentary and
Correspondence Division.

Marina
Will you please delete Mr. Mills name from your mailing lists. Bill is a Director now & should NOT be involved in these things. I am the Executive Officer and should get them
Jerry
6.6.70

Mr. Neville
PA
1/1 3-16-1

THE SENATE
CANADA

Special Senate Committee On Poverty

SENATOR DAVID A. CROLL (ONT.), CHAIRMAN
SENATOR EDGAR E. FOURNIER (N.B.), DEPUTY CHAIRMAN
DIRECTOR: FREDERICK J. JOYCE

140 WELLINGTON STREET,
OTTAWA 4, ONTARIO.
TELEPHONE: 995-7820

September 24, 1969

Mr. J. A. MacDonald,
Deputy Minister,
Department of Indian Affairs
and Northern Development,
Centennial Tower,
400 Laurier Ave, W.,
Ottawa, Ontario

Dear Mr. MacDonald:

Please refer to my letter of 29 July and my subsequent telephone conversation with Mr. Bud Neville of your department.

The Special Senate Committee on Poverty wishes the Department of Indain Affairs and Northern Development to present their brief on Thursday, November 27th, the exact time and location to be notified when available.

If there is any asssistance you may require, please don't hesitate to call.

Sincerely yours,

Fred Joyce
Director

043125

CENTRAL REGISTRY

SEP 30 4 37 PM '69

INDIAN AFFAIRS

THE SENATE
CANADA

Special Senate Committee On Poverty

SENATOR DAVID A. CROLL (ONT.), CHAIRMAN
SENATOR EDGAR E. FOURNIER (N.B.), DEPUTY CHAIRMAN
DIRECTOR: FREDERICK J. JOYCE

140 WELLINGTON STREET,
OTTAWA 4, ONTARIO.
TELEPHONE: 995-7820

July 29, 1969

Mr. J.A. MacDonald,
Deputy Minister,
Department of Indian Affairs and
Northern Development,
Centennial Tower,
400 Laurier Ave.,W.,
Ottawa, Ont.

Dear Mr. MacDonald:

Please refer to our letter of 25 March and your reply of 24 April.

The Special Senate Committee on Poverty would like to re-schedule your appearance for this fall. At present the earliest date for your appearance would be 6 November. I shall confirm this as soon as possible.

Any assistance you may require to clarify the desires of the Senate Committee, please do not hesitate to call the undersigned at 5-7820.

Sincerely yours,

Fred Joyce

Fred Joyce,
Director.

FJ:faf

Mr. Sergeant

1/1-2-16 (1)

PA.

Ottawa 4, April 24, 1969.

Mr. Fred Joyce,
Director,
Senate Committee on Poverty,
140 Wellington Street,
Ottawa 4, Ontario.

Dear Mr. Joyce:

I have your letter of March 25, 1969, inviting the Department to submit a brief for consideration of the Special Senate Committee on Poverty.

The Department wishes to accept this opportunity to provide information and to express its views to the Committee on the problem of poverty among Indians in Canada. Our brief will be in your hands prior to June 5, the date set for its presentation.

Yours sincerely,

John A. MacDonald,
Deputy Minister.

F.J. Neville/dd

PA ⇒ 1/1-2-16-1

MINUTES OF

FEDERAL - PROVINCIAL CO-ORDINATING COMMITTEE - ALBERTA

MEETING, NOVEMBER 12, 1968, 208 Legislative Building, Edmonton.

Present: Mr. J. E. Oberholtzer, Chairman

Messrs G. Armstrong, W. Wacko
T. Johnson - Alberta

Messrs R. D. Ragan, D. G. Stewart,
E. Daniels, R. M. Sutherland -
Department of Indian Affairs and Northern Development.

Absent: Dr. T. C. Byrne
R. Piepenburg.

(1) The minutes of meeting October 1, 1968 were accepted.

(2) Business arising from minutes October 1

Proposed Federal-Provincial Agreement on Education Services on Indian Reserves

Discussions are continuing between Dr. Hall and E. R. Daniels. A question raised was whether there would be consultation with Indians on prospective changes in Provincial legislation.

The question raised by Mr. Daniels in his letter to Dr. Hall July 22 concerning Indian students off reserves, remains unresolved.

Community Development Project Area Submissions

Mr. Stewart reported that the 1968-69 submissions had been approved by Ottawa.

Representation of Indian Association of Alberta on F.P.C.C.

The Chairman has not received a reply to his letter to the I.A.A. Due to several circumstances which have since developed a special meeting with the I.A.A. will have to be postponed until the new year.

Integrated Adult Education Program

This subject will also be brought forward to a meeting in the new year.

(3) Consultation Meeting On Revisions To The Indian Act

Mr. Colborne received an invitation from Mr. Chrètien to send Provincial observers to the Consultation Meeting on the Indian Act which will be held at Hobbema. Mr. Oberholtzer will advise Mr. Ragan shortly who the observers will be.

(4) Community Development Agreement

It was noted that recent organizational changes both provincially and federally may in time change the role of the F.P.C.C. and require amendment of the Community Development Agreement. Until the import of organizational changes is more clearly identifiable specific changes will not be recommended at this time. The committee recognizes the continuing need for the closest possible coordination of programming concerning Indian-Metis people. This coordination in recent months has been facilitated by regularly scheduled meetings of the committee.

Concerning paragraphs 4 and 5 of the Agreement, reference was made to the federal position that financial estimates in individual project area submissions, when signed, are considered contracts. Problems arise when actual expenditures in a given project exceed the estimates. This arrangement is considered too restrictive. It is proposed instead that the sum total of individual project area submissions constitute "the C. D. Program for Alberta" and that the financial requirements for the program be considered a contract. It was agreed that the Department of Indian Affairs and Northern Development would secure clarification on the proposal and report back.

Concerning paragraph 6 it was agreed that Messrs Armstrong and Stewart would review present cost sharing on Project Areas and if indicated recommend across-the-board 50-50 sharing of costs of the Alberta C. D. Program.

(5) Current and Proposed Project Areas

Fort Vermilion

The service of the C. D. W. has been discontinued. It was agreed that the situation would be re-examined early next year.

Rocky Mountain House

The first of a series of monthly meetings has been held comprising Department of Indian Affairs and Northern Development and Provincial Community Development representatives. The Project Area will be reassessed in a few months time.

Elizabeth Metis Colony

A request has been received for a Cree speaking Community Development Worker. The request will receive consideration for the area which may include also Frog Lake and Cold Lake Indian Reserves.

Sturgeon Lake

It was agreed that provincial and federal C. D. representatives should meet with the Band Council to review their request for a Community Development Worker.

(6) Team Products

Agreed that this subject be discussed at the next meeting.

(7) Next Meeting

The next regular meeting of the Federal-Provincial Coordinating Committee is scheduled for 9 a. m. December 20, 1968 at 208 Legislative Building.

Minutes recorded by:

R M Sutherland.
R. M. Sutherland,
Secretary.

PA dormant

~~1/1-2-16~~ (Adm.1B)
WGD/FL

1/1-2-16-1

Ottawa 4, June 29, 1964.

Mr. J. W. Eleen,
Research Director,
33 Cecil Street,
Toronto 2-B, Ontario.

Dear Mr. Eleen:

I acknowledge receipt of your recent request pertaining to the 1947 sitting of the Joint Parliamentary Committee on Indian Affairs.

I regret that this Branch has no copies of the Committee's report available for distribution. There is a copy in the Department's archives which would be available for perusal if you ever have occasion to visit Ottawa.

For your information, we are pleased to enclose the final report of the Joint Committee of the Senate and the House of Commons on Indian Affairs which sat in 1959, 1960 and 1961. I also enclose a number of informational booklets that may prove useful.

Yours sincerely,

J. D. L.

for Senior Administrative Officer.

CANADA

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION
INDIAN AFFAIRS BRANCH

FALSE DOCKET SLIP

NOTE: This slip to be used for passing correspondence when the main file is charged out or is not required, and must not be removed but will be attached to the main file as soon as possible.

SLIP NO.

FILE NO. 1/1-2-16

SUBJECT OF FILE

MAIN FILE ON CHARGE TO R10 1-10-63

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adm	29		5-6-64				

Adm B

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000016

IA 1-25

1/1-2-16-1

ONTARIO FEDERATION OF LABOUR

— C. L. C. —

33 Cecil Street Toronto 2-B, Ont. Telephone EM. 8-2343-4

President
DAVID B. ARCHER

Secretary-Treasurer
DOUGLAS F. HAMILTON

dormant

Adm

2 June 1964

Indian Affairs Branch,
Dept. of Citizenship and Immigration,
Parliament Buildings,
Ottawa, Ontario.

Dear Sirs:

In 1947 there was a sitting of the joint Parliament Committee on Indian Affairs to which briefs were presented by Indian bands and other interested groups in Ontario. Could you send me a copy of ~~list~~ this material and any other printed matter on Indians that you may have, particularly, material dealing with economic and social questions relating to Indians in Ontario.

Yours truly,

J. W. Eleen,
Research Director.

JWE:MS

called Mr. Conn - nothing available in Economic Development.

000017

c.c. Mr. W.H. Rogers,
Community Affairs Branch
Room 1254A

GREEN COPY

RETURN TO INDIAN-ESKIMO BUREAU
Room 776.

OTTAWA 4, March 23, 1970.

1/1-2-16-1

DM 60

Dr. T.J. Ryan,
Department of Psychology,
Carleton University,
Ottawa, Ontario.

Dear Dr. Ryan:

Thank you for your letter of February 26 with your attached brief on Poverty and Young Children as submitted to the Special Senate Committee on Poverty. Mr. John A. MacDonald, to whom your letter was addressed, is now with the Department of Public Works, and I am replying on the Deputy Minister's behalf.

The Community Affairs Branch officers and I have been most interested in your brief and we appreciate having had the opportunity to study it.

Since permission to visit Indian communities must be obtained from the individual Band Councils, your request should be taken up with the Indian people themselves. For your assistance in contacting them, I am attaching a list of the Indian organizations which will, I am sure, be pleased to arrange for permission for you to visit various reserves within their area.

I wish you success in your projected study.

Yours sincerely,

Original Signed by
JULES D'ASTOUS

J.B. Bergevin,
Assistant Deputy Minister,
(Indian and Eskimo Affairs).

18/3/70

ROGERS/UNDERWOOD/nm
March 17, 1970.

1/1-2-16-1

DM-60

P.O. BOX 527, Ottawa
C.P.

ECONOMIC COUNCIL OF CANADA — CONSEIL ÉCONOMIQUE DU CANADA

February 26, 1970

Mr. John A. MacDonald,
Deputy Minister,
Department of Indian Affairs and
Northern Development,
Ottawa, Ontario.

Dear Mr. MacDonald:

I have read with interest the brief recently submitted by your department to the Special Senate Committee of Canada and published in the Proceedings, January 1970, No. 14. My interest in the brief stems from the comment that still at issue is the possibility of initiating year-round Headstart programs to overcome the cultural disadvantages experienced by Indian children during their early years. I am currently engaged in a one-year project for the Economic Council of Canada and the Vanier Institute of the Family on what may be entitled Poverty and Young Children. This job involves the preparation of a report summarizing what is known about the effects of cultural disadvantages during early childhood, what is being done to overcome these disadvantages, and what especially is being conducted in this country. Hopefully the report will be useful in providing recommendations both in terms of the development of the research policy and in terms of the development of an action policy. I am enclosing a brief which I prepared for the Special Senate Committee on Poverty and which was presented in conjunction with the brief submitted by the Vanier Institute of the Family.

It is anticipated that our full report will be available by August. Of particular interest to me, but not included in the brief submitted to the Senate Committee, is the possibility of whether the Israeli type of Kibbutz would be feasible to develop in some modified form on reservations. I did not include this in the Senate brief because although my reading has been completed, I have not had the opportunity to visit Reserves nor to visit various Kibbutzim which I hope to remedy by the spring. I am, however, giving serious consideration to the recommendation that support be given to the development of a modified Kibbutz on an experimental basis, provided of course that the Indians would want it.

I am particularly anxious to visit Reserves both near urban areas as well as in remote areas. Could I seek your advice on how best to go about arranging visits? Could I arrange these through your office? Any suggestions or help you could offer in this regard would be most appreciated.

In the meantime if I can be of any help in providing information on the effects of Headstart programs as well as similar programs, I should be pleased to meet and discuss this with you and/or some member of your department.

With best wishes,

Yours sincerely,

Thomas J. Ryan per H.T.

Thomas J. Ryan, Ph.D.

Mailing address:

Department of Psychology,
Carleton University,
Ottawa, Ontario.

Poverty and Young Children: A Brief Submitted to The Special Senate Committee on Poverty

Thomas J. Ryan, Ph.D.

This brief has been prepared at the request of The Vanier Institute of the Family for submission to the Special Senate Committee on Poverty. Responsibility for its content rests with the author. The recommendations presented are those of the writer and do not necessarily reflect those of the Board of Directors of the Vanier Institute.

THE CONCEPT

It is necessary to recognize that poverty as a single concept does not exist. In the notes which follow, the concept of poverty is used not only to indicate that a child comes from a home of economically deprived circumstances, but also to indicate that he likely encounters a number of other factors know to be associated with economic deprivation. These factors include social alienation, geographical isolation, low education level of parents, and particular patterns of child rearing. It is to be understood that the data and arguments which are presented below may also be applicable to certain children from high income groups who have experienced particular patterns of child rearing. The main point is, however, that the data and arguments presented below have a greater probability of being applicable to children from lower as compared with those from higher income groups.

CHARACTERISTICS OF DISADVANTAGED CHILDREN

Physical Growth

The consequences of poverty for children seem to be evident even before birth. The probability of a pregnancy ending in abortion or stillbirth is greater the lower the socio-economic status of the mother. The incidence of relatively low birth weight for full-term infants, as well as premature births, is more common amongst women in the low income bracket. Interpretations of these findings bring to focus the fact that "poverty" refers to a complex concept with many facets. For example, women in low as compared with higher income groups:

(a) tend to have a greater number of children, which may be indicative of lack of information regarding family planning and/or lack of money for birth control procedures;

(b) tend to be shorter in height, which may be a reflection of the mother's poor nutrition and/or other environmental factors during her own earlier life;

(c) tend to report for medical care relatively late in pregnancy, which may increase the probability of prenatal complications.

To single out one causal factor for the low birth weight of infants from low socio-economic groups is indeed difficult although it is certain that socio-economic status is in some manner involved.

Nutrition bears special mention. Studies which have most clearly shown the relationship between nutrition during pregnancy and infant birth weight have been those conducted with animals. Of course there is always some uncertainty in generalizing findings from infra-humans to humans. However, cross-cultural studies with human subjects, which have compared infant birth weight between the more and less developed countries have provided supporting evidence for the relationship between nutrition and birth weight. It is known that low infant birth weight is related to infant mortality and morbidity. If it is the case, as the evidence suggests, that nutritional status during pregnancy is less adequate for low than for higher income mothers, the implications are obvious. The fact that the infant mortality rate among Eskimos is more than ten times the infant death rate for the population as a whole may reflect, at least in part, inadequate maternal nutrition. Infant mortality is also relatively high amongst the Indians, although not as severe as for the Eskimos.

Health and physical growth following birth have also been shown to be related to socio-economic status; the role of nutrition again is of major importance. Once more the animal literature provides the most substantive evidence relating physical size as well as longevity to nutritional factors. Simply increasing the number of rats to be suckled from one mother from the first day of life until weaning, has resulted in a decreased growth rate of the infants and also slowed down the time of anatomical, physiological, and biological maturity. For humans, it has been shown that at maturity, the average difference in height between high and low socio-economic groups ranges around an average of 5 per cent of mature height. The shorter stature of children from lower social classes has long been known, whether due to diet or other environmental factors. It has also been established that the average life expectancy for Indians and Eskimos is well below that for the population in general. Unfortunately, similar evidence is not available for other less advantaged groups in Canada. Other studies have shown that an improved economic status of parents who had previously reared children under less favourable circumstances, had a favourable effect on the height of later children. Thus, even with similar hereditary characteristics, an improved economic status and its coincident environmental changes, resulted in a greater height for children.

An important message can be derived from studying the growth curves on the development of height in humans from birth to maturity. These curves portray a very rapid early development, followed by a period of a very slow but steady growth, followed by the adolescent spurt in height growth. The influence on environmental factors on height is most clearly demonstrated when extreme environments are studied and it appears to be the case with both animal and human populations that the effect of the environment is greatest in the period of most rapid normal development. Thus, the implication is that interventions designed to influence physical growth, as well as general physical well-being, in Canadian children should be focused upon early childhood if they are to have optimal effect.

Intellectual Development

It has been known since early in this century that lower socio-economic children perform more poorly than middle and upper economic level children on standard tests of intelligence. Actually, tests of infant development which are heavily loaded in terms of items assessing sensory and motor development, show a slight negative relationship between test scores and socio-economic status. Later, as the tests become more loaded with verbal content, the positive relationship between IQ and socio-economic status becomes evident. Furthermore, the size of the discrepancy between the performance levels of children from higher and lower socio-economic conditions increases over the elementary school years. During infancy, especially in the first 12 to 18 months of life when the tests are essentially assessments of sensori-motor behavious, not only is the positive relationship not evident, but there is even a slight negative relationship between test scores and socio-economic status.

There is reason to believe that the environments experienced by disadvantaged children during the first year of life may facilitate sensori-motor development, relative to middle-class children. Consider the following example. In an overcrowded lower-class home (or room), a new infant may experience more varied visual and auditory stimulation simply because of the presence of many people passing by as compared with a middle-class infant conveniently located in his own room in a quiet area of the house. This activity level may well serve to arouse the infant's attention and activity and thereby advance his sensori-motor development. These same environmental conditions may subsequently become detrimental to intellectual development. The previous example may be continued. As the infants grow older, the one from the lower-class home may find that his attempts at

locomotion leave him in the way of others, thereby arousing their ire, that his attempts at vocalization are too faint to overcome the high auditory level about him, that his attempts at vocalization are rarely reinforced, that in his one-parent family the mother is too busy to pay any particular attention to him other than what is essential, that the low education level of the parent(s) has not prepared him(them) to provide the adequate stimulation their new infant needs to promote his intellectual development. On the other hand, the middle-class infant is given particular attention at certain times, including a large dose of verbalization on the part of the parent and a considerable amount of reinforcement for his own attempts at vocalizing and engaging in locomotor behaviour. Whether or not his model of the early environments of low and upper-class children is a good one, the fact that children from low socio-economic conditions perform poorly on tests of intellectual development is indisputable.

It is often said that it is unfair to make IQ comparisons between children of upper and lower income groups, or from different ethnic backgrounds, because the items in such tests are culture loaded and thereby mask assessment of "true" intelligence. It is correct to say that the tests are culture loaded. However the illogical nature of the argument stems from the failure to realize the purpose for which intelligence tests were originally developed. These tests were developed in the beginning of the century to predict academic performance. In order to achieve this goal one must employ test items, the content of which is similar to school curriculum. It is a fact that IQ scores are positively related to academic achievement; the tests were constructed to do so. The strongest relationship between IQ and academic achievement occurs during the middle elementary school grades. It is also a fact that children from lower socio-economic conditions perform more poorly in school as compared with children from higher socio-economic levels. The poor performance of lower socio-economic class children on IQ tests as well as in scholastic achievement is a clear-cut state of affairs and the idea of fairness or unfairness of the tests is in one sense irrelevant. Where the notion of culture fairness has some relevance stems from the interpretations and conclusions one makes on the basis of such findings. It is erroneous to conclude that one's intelligence is of a predetermined and/or fixed nature and that some measure of intelligence during the early elementary school grades sets some final level of attainment for a child. Intelligence, except in certain cases where neurological disorder is evident, is not constant and can be influenced to a great

extent by enriched experiences of various sorts, some examples of which will be presented in a later section of this brief. As was the case with height, growth curves of intelligence bear an important message concerning early environmental experiences. In terms of intelligence measured at age 17, about 50 per cent of the development takes place between conception and age four, about 30 per cent between ages four and eight, and about 20 per cent between ages 8 and 17. Thus, a single early measure of intelligence cannot be the basis for a long-term decision about an individual. Furthermore, the changing rate at which intelligence develops is evident from the fact that as much of the development takes place during the first four years of life as in the next 13 years. The crucial fact that the most rapid period of growth in intelligence is during the first four years of life leads to the implication that changes in environmental conditions will produce greater changes in intelligence if introduced in the early years than will equally marked changes in the environment at later periods of development. Keeping in mind the supposed environmental deficiencies of disadvantaged children, it follows that if there are environmental experiences which are essential for intellectual development, their absence during the early years will lead to intellectual deficit.

Language Development

A certain portion of the difference between the IQs of children from various socio-economic conditions is reflected on those parts of the test which assess verbal skills. Beyond this however, are the results of a wide range of studies which have demonstrated unequivocally that children from disadvantaged families are deficient in their ability to use standard English or French to represent and interpret their feelings, their experiences, and the objects in their environment. One should hasten to add that this deficiency is in terms of the use of standard English or French and that disadvantaged children may very well not be deficient in terms of the use of symbols and/or non-standard English or French as a means of communication.

The particular types of language differences shown depend, of course, on the kind of measures employed by given investigators. In this regard, studies have shown that there are more children with retarded speech development among lower as compared with upper economic groups. Tests of speech articulation also show relatively better performance for the higher socio-economic groups. Among young children preparing to enter school, children from lower socio-economic groups are

easily a year behind in terms of maturity of speech articulation. They are even deficient in discriminating and mastering speech sounds.

As might be expected, tests of reading readiness given to first grade children show a strong relationship between social class and readiness scores. In fact, one study showed that dividing the children into high and low groups on the basis of reading readiness scores results in very nearly exactly the same two groups as when divided on the basis of social class. Thus, at the grade-one level children from poor socio-economic backgrounds begin school with a deficiency in reading skill, the most important single skill one must possess if he is to attain his potential as a human being.

Further studies indicate the extent to which general language usage is related to socio-economic status. For example, the number of words used per remark, maturity of sentence types, complexities of sentences, and the use of concepts in discussions have all been shown to be in favour of upper socio-economic children. The language of lower-class youths is restricted in form and confines thinking to a relatively low level. These differences in the use of language may have important implications for learning. As lower-class children grow older, they fall further and further behind the middle-class children on those language variables mentioned previously. This cumulative deficit becomes more acute as it affects concept formation and problem-solving abilities. Thus disadvantaged children experience difficulty in abstract thinking and categorizing. Delayed language acquisition may interfere with the transition from concrete to abstract modes of thought. The fact that reasoning in disadvantaged children appears to be dominated by inductive rather than deductive processes may limit the child's ability to make acute generalizations and to transfer knowledge through the utilization of previously learned concepts.

The most important external factors affecting verbal development appear to be certain features of the child's early environment. Reinforcing or rewarding a child's vocalizations has been shown to increase the rate of vocalizing in infants as young as three months of age (vocalization in this case merely refers to making sounds, a necessary forerunner to speech). It has been established that there is less reinforcement given to a child's early vocalizations in the lower-class home along with a lower level of verbal play and verbal interaction. Frequent verbalizing on the part of the mother functions not only to expose a child

to new words but also to help shape the child's sounds through differential reinforcement so that speech maturity will be attained. The effect of the lack of exposure to adult verbal stimulation during early life has been shown in studies of children reared in institutions where there were an insufficient number of adults to provide steady verbal stimulation. These studies indicate that institution-reared children vocalize less than children reared in their homes, a difference which shows up as early as six months of age.

A recent, interesting, and important area of research has been concerned with the differences in language styles across different socio-economic groups. The following exemplifies the point. If a child is to be quiet one might say on the one hand, "Shut up". On the other hand, one might say, "Would you please be quiet for a minute? I'd like to make a phone call. If you make a noise, I will not be able to hear very well." In these two approaches to the same problem, the second displays a greater quantity and quality of words, the introduction of a time dimension, and some reasoning. The first expression is merely a two-word imperative, and not a very kindly one at that. It has been shown that these are the kinds of stylistic differences which distinguish between lower and upper socio-economic groups. With this type of model to imitate, it is no wonder that the disadvantaged child arrives at grade one not only deficient in linguistic capabilities but also in terms of his general cognitive functioning.

As for intelligence, there is a need for children from disadvantaged backgrounds to be provided with language experiences during their early life. Although we cannot specify the optimal age for beginning language training with young children, studies have indicated the positive effects of language training for children as young as three months of age and on up through the preschool years. For example, it has been shown that giving verbal reinforcements when human infants make sounds will increase the rate of vocalizing in infants as young as three months of age. Another experiment was conducted with one-year-old infants from lower socio-economic conditions whose mothers typically do little reading to them. The mothers agreed to read to their children for a minimum of 10 minutes per day from the time the babies were about one year old. At 20 months of age the children's speech development was well above that typical for children of their age and socio-economic level. Other studies have shown that language level can be dramatically changed during the preschool years. For example, in one study

11 orphanage children ranging in age from three years seven months to six years ten months were well matched with a control group. The experimental group was given special speech and language training on weekends for a total of 92 hours over seven and a half months. The training consisted of giving help in understanding words and concepts, looking at and discussing pictures, and listening to poems and stories. The experimental group gained significantly relative to the control group in terms of scores on IQ and vocabulary tests. Thus language training of various sorts is effective if introduced in early childhood. Since speech and reading difficulties are so frequently encountered during elementary school by disadvantaged children, it is imperative that further research be conducted on methods of language training as well as on the discovery of the optimal age for language training.

Personality Development

The research findings concerning personality development in disadvantaged children are certainly less well-established as compared with findings concerning his physical, intellective, and verbal-linguistic attributes. Thus special note is to be made of the urgent need for research in this area.

A child's capacity to engage in fantasy, whether in play or in imagery, is an important feature of normal development. An imaginative capacity seems to have both socially and personally adaptive implications. A developing child possesses a fundamental capacity for tactual, visual, and auditory exploration of novel environments and to assimilate newly found information into his cognitive structure. This results in opportunities for imagination and thought which are perhaps revealed in reverie, dreams and play which in turn, provide the exercise of certain verbal and imagery skills and the development of additional capacities for self-entertainment. A review of the conditions conducive to the development of imaginativeness indicates that such conditions are not advantageous for children from low socio-economic backgrounds. The evidence suggests that fantasy play and daydreaming are enhanced through extended and close contact with an adult who provides consistent attention, frequent verbal interaction, who reads and tells stories to the child, and even engages in imaginative play himself. An opportunity to engage in solitary play is important for the integration of imaginative materials. Firstborn and only children are more likely to have the time, the privacy, and the opportunity for greater contact with adults to permit full development of fantasy play. Large peer-group play structures often impede the development of imaginative play.

Certain cultural factors facilitate the development of creative play. These include parental tolerance and encouragement of imaginative play, an opportunity to observe adult models engage in fantasy, and varied toys for the opportunity for complex sensory interaction with varied environments. The cultural milieu of poor persons with limited economic, educational, and general interaction opportunities probably restricts the possibilities of imaginative play amongst poor children. Although television no doubt increases the amount of material exposed to disadvantaged children and thereby arouses interests and desires, the lack of privacy and opportunities for fantasy play are not conducive to the development of an imaginative capacity, which later in life can serve as a valuable alternative to impulsive action, poor planning, anti-social behaviour, and extreme motor restlessness. It is to be noted at this point that the suggestion that opportunities for the development of fantasy behaviour are less optimal for children from lower socio-economic groups is a matter in need of immediate research.

One of the key prerequisites to adequate personality development and social functioning is the development of normal dependency (seeking of help or emotional support from others) during infant and early childhood. Children must learn that the attention of others is meaningful to them if they are subsequently to become responsive to the efforts of parents and teachers. Conditions necessary to the development of early attachments include parental responsivity in some regular manner to an infant's needs. Parental neglect in this regard is an antecedent of weak development of the affectional system in young children. During later childhood, unless affectional behaviour is extended to include age-mates, the chances of academic success and good emotional development are lessened. Parental rejection and its concomitant conditions of neglect and cruelty has been clearly shown to prolong dependence upon adults and to interfere with affectional development. Father absence prior to the age of about six years, prolongs dependence and interferes with adequate sex-typing in boys; for girls, father absence has been shown to lead to inappropriate interpersonal attitudes. Although it is the case that one-parent families are a more frequent occurrence among the economically deprived, the findings referred to above concerning dependency and the development of affectional behaviour have not been obtained from studies with disadvantaged children. Although the implication seems clear that dependency will be prolonged and affectional development will be delayed amongst children from deprived conditions, there is a major gap in this area of research.

Achievement motivation (the tendency to strive for success when one's performance is evaluated against a standard of excellence) has been found to be positively related to socio-economic status among children, as well as among adolescents and adults. In comparison to lower-class mothers, middle-class mothers have been observed to encourage and reward children for verbal efforts, to generally reinforce desirable behaviour more often, and to emphasize the early development of independence and mastery. Furthermore, in crowded lower-class homes, where both parents may be away for a good part of the day and where the parents lack the intellectual sophistication, the child's early efforts at verbal and cognitive mastery are less likely to be rewarded than in middle-class homes, resulting in lower expectations for reward for intellectual effort. When low expectation for reward is coupled with a high expectation for failure to meet adult demands, the development of school anxiety is likely to be a consequence. One further point to be added is the fact that the main difference between the achievement orientations of the poor and the more affluent lies not in their choice of goals but in their expectations of attaining them. Teacher behaviour and expectations are also of importance with respect to this point. A large amount of the responsibility for the academic problems of poor children lies with the teachers and school administrators, because culturally disadvantaged children are not expected to learn. The fact that they do not learn as well as middle-class children is often used as an alibi for educational neglect.

Low <u>self-esteem</u> (an individual's evaluative attitude toward himself or a personal judgment of one's worthiness which reflects the extent to which successes approach expectations in personally valued areas) is also characteristic of disadvantaged children. A person who values academic competence, as appears to be the case for most disadvantaged youth, but who performs poorly is likely to suffer devaluation. For such a person to define himself as successful would require a diminution of the value of education, a lowered expectation of success, or an attack against the school system. Each of these characteristics has been found to occur among disadvantaged youth.

The evidence abounds that persons who live in conditions of family disorganization, financial instability, and social rejections are likely to be lower in self-esteem than their opposites. Nor does self-esteem exist apart from other characteristics. Persons with a low self-esteem tend also to be socially withdrawn and apprehensive, inclined to reject their own perceptions and judgments while

accepting those of other persons, lacking the social skills and ease that make for friendships and social participations. They are likely to be self-conscious, with feelings of helplessness and hopelessness. They have high anxiety which is associated with poor performance on academic and vocational tasks. For children, low self-esteem is also associated with an expectation of failure which coincides with their teachers' negative perceptions of them.

One of the most striking findings regarding the families of disadvantaged children is the consistent absence of conditions associated with the formation of high self-esteem. These include acceptance of the child by his parents, clearly defined limits and values, and respect and latitude within the defined limits. For disadvantaged children, their often absent, apathetic, and rejecting parents do not provide good models of how to succeed.

The research summarized above presents a syndrome of personality consequences of disadvantage. The variety of personality consequences associated with disadvantaged backgrounds seem to be somewhat interchangeable in relation to the consequent behaviour and performance. As is the case with intellectual and linguistic development, the effects of disadvantaged conditions upon personality development seem to be cumulative over time. Although sufficient longitudinal data on the development of personality characteristics are sadly lacking, there is a theoretical and an empirical rationale for suggesting that the major development of personality takes place during early childhood. The theoretical basis stems from the implications from psychoanalytic theory that the first five years of life are the most important for personality development. Empirical rationale is derived from longitudinal studies on the development of intellectual interests, dependency and aggression. These studies indicate that by about the age of two at least one-third of the variance, and that by the age of five one-half of the variance at adolescence, in terms of intellectual interests, dependencies and aggression is predictable. If future research corroborates these implications, it will be clear that the major portion of personality as well as intellectual and linguistic development occurs early in life and that any attempts to alter a child's environment would have greater benefits if introduced during those years.

ALTERNATIVES FOR DISADVANTAGED CHILDREN

Having described certain characteristics of disadvantaged children, some thought must be given to the question, "What can we do for them?" One answer to this question has been in the literature for several decades. This is the response that a large proportion (estimates range from 60 per cent to 80 per cent) of in-

telligence is inherited. The failure of compensatory education programs has recently been cited as evidence for the heritability of IQ. Since selective breeding is not a likely alternative to be chosen at this time, the hereditarians would argue that about all that one can do for disadvantaged children is to be cognizant of the existence of extensive individual differences and to prepare specific educational programs in accordance with the needs and characteristics of the children going to school. Irrespective of whether heritability and/or early experiences are the cause, it is important of course, to be aware of individual differences and not to expect all students to perform and behave comparably. The development of the ungraded and continuous learning program in Canadian schools, which allow an individual to progress at his own pace, has stemmed from such an awareness. Probably in no Canadian school, however, has the focus upon individualized programming been developed to the fullest extent, mostly because this would require the expense of a vastly increased number of teachers.

The estimates regarding heritability of intelligence have been attacked from many sides including:

(a) the inappropriate statistical techniques employed in arriving at such estimates; and

(b) the erroneous conclusion regarding the failure of compensatory education programs which, having been introduced so recently, cannot and have not been fully evaluated.

Actually, whether the environment accounts for 20 per cent, 40 per cent, or 90 per cent of intellectual development is, in a sense, irrelevant. If one can specify the quantitative and qualitative features of environments that lead to changes in subsequent cognitive functioning, then the extent of the heritability of intelligence is not too important. What evidence is there, whether empirical or inferential, that alterations in the early environmental experiences of individuals are related to later cognitive functioning?

The largest body of evidence comes from the animal literature where the timing and types of manipulations of early experiences have been most rigorously controlled. Experiments with rats have been conducted in which the experimental animals were given many opportunities for spontaneous learning, as opposed to formal training, whereas control animals were reared in the normal barren laboratory cages. The "rich" environment of the experimental animals is typically larger in size and includes a wide variety of objects and playthings.

Subsequently, rats in the experimental groups perform much better than the controls in various learning and problem solving tasks. Similarly, rats which were given gentle handling (tactile stimulation) as opposed to no handling during their early life have been found to perform better than the control animals in learning tasks. Rats handled during the first 7 to 10 days of life have a reduced tendency to be fearful; as judged on the basis of urination and defecation in a strange situation, they learn avoidance behaviour more readily, and they survive longer when deprived of food or water. Differences due to early experiences are not exclusively related to behaviour. It has also been shown that rats reared in rich environments have a larger brain and a greater accumulation of the enzyme acetylcholinesterase in the cortex as compared with controls. The effect of stimulating environments is more pronounced if introduced within certain time periods, referred to as critical periods, early in the life of the rat.

Social behavioural patterns have also been shown to be related to early experiences in mice, monkeys, and dogs. The most prominently studied social behaviours investigated are aggression and sexual behaviour. Thus learning to fight in mice appears to be related to being reared in groups during the first 10 to 20 days of life; attacking behaviour in fox terriers is reduced if reared in isolation during an early period of development; monkeys reared with "dummy" mothers do not develop normal patterns of sexual behaviour. Normal sex behaviour in monkeys will develop if reared by a monkey mother and/or if allowed 20-minute play periods with other young monkeys during their early life. If monkeys are reared apart from other monkeys beyond the period when they spontaneously play with their peers, then both sexual and maternal behaviour fail to develop normally.

The literature dealing with the effects of early experience upon the intellectual, physical and social development of infra-humans, only a fragment of which has been reviewed above, leaves no doubt as to the important role played by various types and timing of stimulation. Although it is tempting to reflect upon the implications of this research for human development, one is cautioned (a) not to generalize findings too freely from the infra-human to the human level, and (b) to realize that the existence of critical time periods for maximizing human development only has suggestive empirical support, although derivations from certain theories of child development imply the existence of such periods.

If low socio-economic status were taken as a rough index of environmental deprivation, then the poor learning performance of deprived animals can be said

to be paralleled by the poor school performance of disadvantaged children. It should be stated at the outset of this particular argument that one of the greatest needs in assessing the effects of various environments upon the subsequent behaviour of humans has to do with the need for developing measures of the environment as has been done in the animal studies. The lack of such measures has partly been responsible for the under-emphasis on the effects of environments in behavioural science. Presently, measures of environments consist of such variables as social class status, socio-economic level, and occupational and educational level of parents. These very general concepts are likely to have only moderate relationships with the more specific environments that influence the development of physical characteristics, intelligence, personality, and general school achievement. The environmental measures needed are ones which can be clearly related to specific individual characteristics. These measures must include aspects of the environment which theory and empirical research suggest are most likely to have some effect on any particular characteristic. Research along these lines is vitally and urgently needed and until done, the point that follows must remain unquantified and therefore tentative.

For the moment, we can say that a low socio-economic status is akin to environmental deprivation realizing full well that this crude index will tend to overlook the tremendous individual variation that exists amongst the daily lives of poor people as well as paying no justice to the known correlates of socio-economic status. The famous Coleman Report which appeared in the United States in 1966, indicated that the deficit in school performance of children from lower income groups was evident by grade one and became worse throughout the elementary school years. Intellectual assessments of children attending Head Start sponsored preschools in the United States indicate that intellectual deficits among children from poor homes are clearly evident by three years of age. A current longitudinal research program, also in the United States, should provide useful information regarding how early in a young child's life the effects of disadvantage environments can be detected in terms of scales assessing mental and motor development. At the moment, an educated guess is that between 18 to 36 months of age, differences in cognitive development and style begin to appear in favour of upper and middle-class children as compared with children of lower, socio-economic groups. Additional longitudinal research is needed to more clearly isolate a critical time period in this regard. However, the best conclusion on the basis of the available evidence is that

attempts to alter the environmental experiences of disadvantaged children should begin by at least three years of age. The fact that experimental manipulations of the environments of infra-humans have their greatest effects when introduced early rather than late in life is in agreement with the above conclusion.

Theoretical analyses of child development also focus upon early life. Psychoanalytic theorists have long argued that the first five years of life are the most important in terms of personality development. This seems to be the most important tenet of psychoanalytic theory which has lasted throughout the decades, while the heavy emphasis upon psycho-sexual factors in early childhood has fallen by the wayside. A Swiss psychologist, Jean Piaget, has presented a theory of cognitive development which also stresses the importance of early childhood. It is during these years that the foundation is laid for subsequent intellectual functioning. Hunt's book on Intelligence and Experience has served to bring Piaget's notions on intellectual development to North America and to knock from the pedestal proponents of the philosophy that we should leave children alone while they grow and avoid excessive stimulation. In view of conceptual developments and evidence coming from animals learing to learn, from neuropsychology, and from the development of intelligence in children, the assumptions that intelligence is fixed and that its development is predetermined are no longer tenable. It now appears that the counsel from experts on child rearing which was commonly given during the 1930's and 1940's that we should let children be while they grow and to avoid excessive stimulation was highly unfortunate. The problem for managing child development is to determine how to govern the encounters that children have with their environments to foster both an optimally rapid rate of intellectual development and a satisfying life.

An additional and extremely important conceptual analysis of child development is presented in a book by Bloom, Stability and Change in Human Characteristics. This book presents growth curves for physical, intellectual, achievement, and personality characteristics based upon longitudinal studies. From these data approximate curves show the theoretical development of each characteristic over time. These curves of development, although varying from one characteristic to another, lead to the generalization that growth and development are not in equal units per unit of time. For each stable characteristic there is usually a period of very rapid growth as well as periods of very slow growth. It is most likely that the

period of rapid growth will be in the early years followed by periods of less and less rapid growth. This differential rate of growth with time is important to note because the importance of the influences which affect the growth of such characteristics is likely to be far greater in the periods of most rapid development of a characteristic than it is, at least quantitatively, in the periods of least rapid development.

INTERVENTION RESEARCH

In the light of the empirical data previously presented and theoretical implications, it is interesting to look at the results of several investigations which have attempted to assess the effects of environmental manipulations during early childhood. One of the most outstanding figures in this regard has been Maria Montessori who, early in this century, undertook to work with neglected and poverty stricken preschool-aged children from the slums of Rome. Among her novel teaching methods were the use of children's spontaneous interests in learning, that is "intrinsic motivation", training the perceptual processes, allowing children to work at whatever interested them for as long as they liked, and the non-separation of the three-to-six-year-olds which gave the younger children a variety of novel models for imitation while supplying the older children with an opportunity to teach, a self-rewarding activity. The success of her methods was implied by the subsequent scholastic performance of her pupils. Unfortunately, comparisons with appropriate control groups matched on the basis of early experiences, were not conducted so that the evaluative information on the effects of this early training program remains in part subjective. In Canada the Montessori approach has recently blindly been adopted by our middle-class society, in the absence of evidence suggesting any subsequent benefits for the children. There has been no attempt to put into effect an updated Montessori program for disadvantaged Canadian children.

Until very recently, the most controversial and well-known studies assessing the effect of nursery school experience on intelligence have been the so-called "Iowa" studies of the 1940's. Predominantly middle-class children attending the State University of Iowa Laboratory Preschools were shown to gain moderately, but significantly, in IQ as compared with control groups not attending the preschool. Other studies conducted during the 1940's have not shown comparable gains in intelligence, even though it is difficult to show any obvious differences between schools where gains occurred and schools where gains did not occur. Thus, conclusions concerning the effects of nursery school attendance upon the intellectual development of middle

class children must remain somewhat tentative. Two tenable hypotheses to explain these findings are: (a) the kinds of intellectual stimulation provided by the preschools attended by the middle-class children did not differ to a large extent from their home environments; (b) the preschool programs were designed along the lines of developing social skills and creativity through free play rather than to develop intellectual skills.

The results of investigations which have manipulated the early environments of disadvantaged and retarded children present a different and exciting picture, the implications of which can no longer morally be ignored by governmental bodies. A unique investigation covering a span of 30 years was originated during the era of the belief in fixed and predetermined intelligence. The longitudinal results have recently presented some outstanding evidence supporting the important rôle of early experiential factors. In this study, 13 children all under three years of age, comprised an experimental group who were all mentally retarded at the beginning of the study. The children were living in an overcrowded and under-staffed orphanage. By present standards, diet, sanitation, general care, and basic philosophy of operation were censurable. The early intervention consisted of shifting these children from one institutional environment to another with the major difference between institutions being in the amount of developmental stimulation and the intensity of relationships between the children and mother surrogates. A control group of 12 children, initially higher in intelligence than the experimental group, were maintained in the relatively non-stimulating orphanage over a prolonged period of time. Over a period of two years the children in the experimental group made an average gain of 28.5 IQ points; children in the control group showed an average loss of 26.2 IQ points. All of the children in this investigation were located in adulthood. All 13 children in the experimental group were self-supporting whereas in the control group of 12 children, one had died in adolescence following continued residence in a state institution for the mentally retarded, four were still wards of institutions, one is in a mental hospital, and the other three are in institutions for the mentally retarded. In education the children in the experimental group completed an average of twelfth grade education; the control group completed an average of less than the third grade. There were also marked differences in the occupational levels of the two groups. In the experimental group all were self-supporting or married and functioning as housewives. This was only true for one

of the children from the control group. Eleven of the 13 children in the experimental group were married; nine of the 11 had a total of 28 children, an average of three children per family. In the control group, only two of the subjects had married, one of which had one child and subsequently was divorced. The total cost to the state for subjects in the experimental group was approximately $30,000. Some of this amount will of course be reduced by the income taxes being paid currently by these individuals. Cost to the state for the control group approximated $138,000 and it is estimated that they will continue to cost approximately $10,000 per year for the next 20 to 40 years. Finally, it is postulated that if the children in the control group had been given appropriate environmental stimulation during early childhood, most or all of them would have achieved within the normal range of development as was the case for the experimental subjects.

Another research program of importance, entitled the Early Training Project, was initiated at George Peabody College about four years in advance of the 1965 initiation of Project Head Start in the United States. A specially designed intervention program was prepared to head off the progressive retardation so frequently observed amongst deprived children. The purpose of the program was to develop attitudes conducive to school achievement and to enhance intellectual abilities. There were two experimental groups. One attended a 10-week preschool for three summers and were given weekly meetings with a home visitor when school was not in session over the three-year period; for the other experimental group, conditions were similar except that the preschool experience was only for two summers and the home visiting program only covered two years. There were two control groups, one consisting of children matched on the basis of socio-economic status and living in the same areas as the children from the experimental group, the other a control group in a similar city 60 miles away. The most recent results from this investigation are indeed encouraging. Children from both experimental groups are superior in standard tests of intelligence as compared with children from both control groups. On school achievement tests, children from the experimental groups are significantly above the controls and these gains have been sustained at least until the end of grade two. It should be noted that some of the gain in IQ which the children show throughout the program is eventually lost and that a portion of the difference in intelligence between the experimental and control groups is attributable to the declining IQ scores of the controls. Two conclusions are evident from this research. First, in order to

offset the progressive retardation characteristic of disadvantaged children their home conditions must be altered radically in addition to (and possibly even instead of) the introduction of a preschool program. Second, in order to preserve those gains attained through intervention programs it is essential that the elementary schools be adapted to continue those special program features which were introduced in the early childhood programs. The initial gains in intellectual performance shown by disadvantaged children who have been provided with a program of stimulation during early childhood, typically decrease during the early elementary school years. It is suggested that this loss is due to a combination of a relatively unstimulating home environment and a public school system which does not possess those special program features which would continue the type of cognitive stimulation needed by the disadvantaged child.

Without specifying individual programs, the point should be made that other programs designed to provide intellectual stimulation similar to that of the Early Training Project, are being conducted in many centres in North America. Stimulation programs are being put into effect with infants as young as 15 months of age ranging through to programs for preschool-aged children. The programs typically have some combination of home tutoring, and part or full-day attendance in a preschool setting. With the intention of being redundant, it is noted that the beneficial changes in the intellectual performance of these children should be sufficient to arouse the attention of Canadian governmental bodies.

The most publicized attempt at preschool intervention is Project Head Start. Head Start began in the United States in the summer of 1965 as part of the U.S. War on Poverty. This particular program was advocated by many child development specialists. A national program served a half million children during this initial phase. In the beginning, Head Start consisted mainly of a six to eight week summer program. Later, a number of full-year projects were initiated. Unfortunately, the advocates of Head Start offered few and often conflicting guidelines as to the detailed types of programs to be developed. The variety of sponsors, such as school systems, churches, and community action agencies, were given a large degree of local autonomy. A recent evaluation of the impact of Head Start did not present encouraging results. The summer programs appeared to be ineffective in producing any gains in cognitive and personality development that lasted into the early elementary grades. The full-year programs did not appear to be effective in producing any changes in tests of personality development; however, they

were effective in producing gains in cognitive development that could be detected in grades one, two and three. Some specific programs were of greater effectiveness than others, an important point which will be returned to below. Finally, Head Start children were, on the average, considerably below national norms on standardized tests of language development and scholastic achievement, while performance on school readiness tests at grade one approached the national norm.

The rather weak support for the effect of Head Start must be reconciled with the case built earlier regarding the important role played by earlier experiences. First, the investigators did not give sufficient attention to the variation within the 104 Head Start centres included in the Study. This is crucial because there are vast differences in the structuring of preschool programs for disadvantaged children. On the one hand, there are programs designed to develop social skills and to stimulate creativity through free play. This is the type of program which is most commonly found amongst the nursery schools run for middle-class children. It is highly likely that with the sense of urgency which accompanied the initiation of Project Head Start, the rapid recruitment of teachers precluded either a specific training program for new teachers as well as a retraining program for experienced teachers. It seems likely that the focus of these preschool programs may have been in terms of socialization rather than in terms of intellectual stimulation. On the other hand, preschool programs may be highly structured in terms of language training and concept training. Of those programs oriented towards the development of cognitive abilities, we have been unable to detect any which have not produced significant changes as assessed by tests of cognitive development.

A second factor concerning the Head Start study and its weak support for the effects of such a program concerns what the study ignored. The Head Start program includes attempts at assessing and aiding the health and nutritional status of the young children. The program is also concerned with the development of community objectives. None of these were evaluated in the study undertaken. Third, the study assessed the children after they had left the Head Start program. These results in terms of intellectual development and academic achievement show not necessarily that the benefits of the program were minimal, but that they would fade out unless some continuing attempt to work with the children was made as they went through elementary school. In the United States,

Project Follow Through has recently been initiated to perform in this capacity. A fourth point to be emphasized has been mentioned previously. Unless the parents of disadvantaged children are trained to become more effective teachers of their children, the preschool programs designed to stimulate cognitive development will fall far short of their goal. The fifth and perhaps most important point is to emphasize the need for research on the type and timing of early stimulation programs. We have a long way to go before detailed recommendations can be given with confidence as to when to initiate and what features to include in preschool stimulation programs for individuals from various subcultures. Whether or not similar programming features are desirable for disadvantaged Indian, Eskimo, East Coast Negro, rural Newfoundlanders, or inner-city immigrant children, must remain an empirical question.

CANADIAN INTERVENTION PROGRAMS

Except for a few notable exceptions, research on the effects of altering the early experiences of young children is virtually non-existent in Canada. An extensive program with infants has been developed by Dr. William Fowler of the Ontario Institute for Studies in Education. The primary concern is to develop a comprehensive and optimal day-care environment designed to foster cognitive development. To date this program has consisted largely of infants of middle-class working mothers with only a few infants from disadvantaged families. Furthermore, assessment of infant development as a function of having been in the program has yet to be completed. However, this approach is a commendable example of the type of research needed which will lead to specifications of environmental features which facilitate intellectual development.

In another ambitious program, Dr. Carl Bereiter of the Ontario Institute for Studies in Education has undertaken to teach language-deprived children basic skills and concepts before they reach grade one. In order to do this grade-one teachers' guides and work books were studied to assess the kinds of language children would be expected to use in grade one. The preschool instructional program was designed to systematically prepare the child for the kind of verbalism he would encounter in grade one. Independent assessments of the effects of this program have demonstrated its efficiency rather conclusively.

The Brunswick-Cornwallis Preschool is a program for disadvantaged white and Negro children being run by Dr. Barbara Clark of Dalhousie University. In addition to providing planned experiences to prevent the academic retardation of

culturally disadvantaged children, this program provides interracial experiences which hopefully will prevent the development of prejudice. On the one hand, the program has not been successful in increasing the performance of disadvantaged children on tests of reading readiness. In fact it is estimated that about one-half of the Halifax area children from lower socio-economic groups will face special difficulties and failure in reading. On the other hand, children with preschool experience showed a gain in IQ after a year in the primary grade, whereas children without the preschool experience showed the characteristic loss or levelling-off of IQ. The improvement in intelligence did not attain the level of middle-class children of the same age, perhaps indicating again the need of continuing to work with disadvantaged children beyond the actual time spent in preschool.

The Research Department of the City of Toronto, Board of Education, has provided some interesting data on the effects of having introduced a Junior Kindergarten (preschool or prekindergarten). In terms of school achievement, the Junior Kindergarten benefited certain types of children more than others. These included children of English-speaking parents who had attended but did not graduate from high school and whose fathers held skilled labour jobs. The beneficial effects of having attended the Junior Kindergarten were no longer evident after three or four years. The fact that not all children were helped by the program and that the effects of the program were only temporary underlines the previously stated need for continued research on the development of early enrichment programs.

Another exemplary project is entitled Early Ventures in Learning, at the School Readiness Centre in Edmonton. This project has assessed and will continue with follow-up research on children who have attended a specially designed Readiness Centre as compared with children who have attended a preschool run by the city of Edmonton and another group whose preschool years were spent at home. The program at the Readiness Centre has tended to focus upon developing children's speaking, thinking, discovering, inquiring and large muscle skills. The data available have not indicated any particular advantages in terms of physical characteristics, and intelligence and language development for the children who had attended the Readiness Centre. Two suggestions in the data, however, will be given further study. One, it seemed that the mothers behaved differently towards their children as a result of involvement in the Readiness program and possibly this alteration of mother-child interactions will be related to subsequent academic

performance. Secondly, at the time of the report the children were in the middle of their first year in school and teacher ratings suggested that the pupils were performing generally at an above-average grade one level. Follow-up research will assess the strength of these suggestions.

In Montreal some significant work is being conducted at the Montreal Diet Dispensary where regulation of the protein-calorie intake during pregnancy is shown to be related to birth weight of the infant. The relationship between birth weight and infant mortality and possibly subsequent intellectual development has been presented earlier in this Report.

Numerous additional preschool and day-care programs for disadvantaged children are found throughout the country. These range from the isolated church-basement variety such as the corner nursery school, community projects such as project FREND in Hamilton, and nationally organized preschool programs such as those under the direction of the Department of Indian Affairs and Northern Development and such as those initiated by the National Council of Jewish Women. Although the development of these programs is to be encouraged, they are lacking in several respects. Many have begun without ready access to professional advice on the designing of programs for children with particular needs. The National Council of Jewish Women has mentioned the lack of availability of highly trained staff as a problem which they have encountered in initiating preschool programs. The National Council of Jewish Women has performed a valuable service in organizing programs for disadvantaged children. Following initiation of these programs, their goal is to persuade local agencies such as school boards, to take over responsibility for continued operation. The good feature of this approach is attested to by the presence of many extra facilities for disadvantaged children; the bad feature is that there has not been any scientific evaluation of the consequences of having been in such programs (one possible exception pertains to an investigation being conducted in Montreal by the Mental Hygiene Institute, a report of which is due sometime later in the year). We strongly feel that given our incomplete state of knowledge, no early stimulation project of any magnitude should be initiated without a rigorous plan for longitudinal evaluation of its effect. The presence of a central body to organize evaluation procedures is needed. Insufficient funds has had the effect of limiting the number of subjects involved in various studies (for example, Project FREND) or to effectively follow up the consequences of some short-range social action programs. Other programs, such as the Beechville Preschool Program in

Halifax County and the Preschool and Prekindergarten Summer Program for Indian Children on Vancouver Island, are in too early a stage of development to have collected evaluation data.

This brief survey of research-oriented service programs for disadvantaged children, as well as non-research-oriented programs, reveals the fact that financial support is being provided from a variety of sources with no attempt on any part of co-ordinating such an important undertaking. Each research program stands on its own when without too much effort an integrated program of research, making better use of present resources, could relatively quickly garner a valuable body of research information. Integrating the sources of financial support would facilitate the development of a research policy as well as promote the development of urgently needed longitudinal research projects. We can no longer allow the provision of early childhood experiences and the evaluation of their effects to proceed in a haphazard manner.

RECOMMENDATIONS

Although it is easy to present a long series of recommendations for plans of action, I intend to present recommendations which I believe (a) would not be difficult to implement, and (b) would have the greatest likelihood of payoff.

First, it is considered essential that the Federal Government become heavily involved in matters pertaining to child development. This should be conceived in a broader basis than the more limited type of federal office suggested by the Economic Council in the last Annual Review to provide information and to co-ordinate research on poverty. The functions of such an office would be heavily concentrated on poverty problems especially as they affect children. Many government programs exist as aids to individuals and communities in dealing with poverty and community problems. The tendency is for existing services to be largely focused upon the physical needs of children and it is urged that there be developed a greater concern with influences affecting the psychological development of children.

The concern of the Federal Government would be with functions of the following types:

(a) It would be a clearing-house for information on matters pertaining to child development. The need for this service is readily evident as judged by the number of agencies, teachers' groups, and parents' groups

currently planning to start early training programs for disadvantaged children but not having adequate access to the necessary and available information. Information would also be provided to those programs already in existence.

(b) It would also serve as an advisory bureau in several capacities. For example, research programs could be initiated in those centres where research has not yet been undertaken. In some cases, providing advice on research procedures would be sufficient, whereas in others it would be perhaps necessary to actually carry out the entire research function. This Office would undertake to assess current research programs in terms of their scientific rigour and to provide advice on research strategy where indicated. Assessment of on-going preschool programs for disadvantaged children would be made and advice would be given on altering programs in terms of latest research findings. It is easy to visualize how the concerns of the Federal Government would expand beyond matters pertaining solely to the provision of early experience programs for disadvantaged children, but the initial primary function should be in this regard. Another important function would be to assess the services currently provided by various agencies such as Visiting Homemakers and Public Health Nursing. It seems advisable that the functions of such existing organizations should be expanded to include home tutoring in terms of those child rearing procedures known to promote cognitive and personality development. To date we have focused too much concern on physical development and none on psychological development of young children.

(c) The development of research policy would also be a major function. This role could be fulfilled by making money available for specified research projects having to do with disadvantaged children. Thus, the additional information still needed on the effects of poor nutrition upon physical and intellectual growth, on other factors pertaining to the development of intelligence, language, and personality in disadvantaged children, and on the assessment of programs designed to help disadvantaged children could be given proper emphasis. The

encouragement of badly needed longitudinal research amongst disadvantaged populations would also be given prime emphasis. In addition, money for research concerning disadvantaged children would also be made available with no particular specifications as to the content of the research. The research problem would be developed in a grant proposal and this procedure would hopefully allow for the development of new ideas beyond those stimulated by the research policy of the Federal Government.

Secondly, the establishment of a key university-based Child Development Centre is advocated. This centre, staffed with highly trained research personnel would experiment with new programs for disadvantaged children and thus become the basic research centre for the development of new techniques. This centre would in effect, become a research and service centre assessing such problems as the effects of home tutoring as opposed to actual attendance in preschools, the effects of beginning intervention programs at different ages, and the effects of different types of programs. It is highly likely that this centre could take over responsibility for much of the research function currently not being performed in the isolated church-basement preschools, which are actually untapped but certainly accessible and useful laboratories.

Another important result of establishing a Child Development Centre would be to stimulate the development of urgently needed specialized graduate training in child development if only because graduate students would be needed for the necessary field work and aid in collection of research data. Institutes of Child Behaviour and Development abound in the United States but for some reason this is not the case in Canada. For the most part, the best a Canadian graduate student can hope for is the opportunity to conduct his Ph.D. dissertation with children as subjects with perhaps one or two courses in child development thrown in to "complete" his training. Early childhood training centres, school boards, hospitals, and out-patient clinics, and universities need persons with advanced training in child development beyond the numbers available and this need will continue to rise unless training programs are established.

The scope of a Child Development Centre could also easily expand beyond a concern for children from disadvantaged socio-economic backgrounds. And so it should, but again the initial primary concern would be with our current poverty products.

Third, municipal governments, in collaboration with provincial governments, should be encouraged to aid in providing more half-day and full-day preschool programs for infants as well as for the more typical preschools for two-to-five-year-olds. It is urged that the need for facilities not be ascertained by undertaking costly and time-consuming studies to assess such factors as the number of working women, the number and age of their children, the amount of square footage already available, etc. The money directed to these endeavours would be more wisely spent in setting up exploratory programs of various types. The kinds of programs to be set up might include the following:

(a) Half-day and full-day preschool centres are needed for children ranging in age from two months to five years. The term "day care" is purposely avoided in favour of the term "preschool" or "nursery" because of the welfare stigma attached to the day care terminology. It is still the case however, that subsidies would be needed in certain cases but the centres should be set up so as to avoid separation of welfare and non-welfare recipients as much as possible.

(b) We should explore the need for and the feasibility of establishing some "corner nurseries". The corner nursery is one which would have a very small number of children (six to eight) and would serve the people within a few city blocks. This is based on the fact that the extra time needed, the problem of transporting children to one area of the city and then travelling to a job in another locale, is just too burdensome and in some cases the cost of transporting children to nursery centres is just too great to allow maximum use of existing centres. The costs of training the home operator and effecting minor renovations to the homes would be minimal.

(c) Large industries should be encouraged to conduct a cost-benefit analysis on the setting up of half-day, full-day and possibly full-night nursery centres. If female staff can be retained on a more long-term basis, the costs of staff turnover may well be reduced if adequate facilities for young children are made available within the industry.

(d) Municipalities should initiate programs of home tutoring, perhaps in conjunction with and as an extension to, those agencies which currently visit homes. This program would be designed to bring the stimulating features of preschool programs into homes where parents have no access to or are not willing or not able to make use of existing facilities.

(e) Rural municipalities should put into operation, on an exploratory basis, some mobile nursery schools. These would be intended to serve those areas where preschool children are few in number and/or travelling distances to preschool centres would not make permanent centres a feasible undertaking. Thus a program of early childhood stimulation could be brought to rural children on a part-time but regular basis.

February 17, 1970

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c.c. Mr. W.R. Rogers,
Community Affairs Branch
Room 1254A

PA

OTTAWA 4,

P.A. → 1/1-2-16-1

DM 60

Dr. T.J. Ryan.
Department of Psychology,
Carleton University,
Ottawa, Ontario.

Dear Dr. Ryan:

Thank you for your letter of February 26 with your attached brief on Poverty and Young Children as submitted to the Special Senate Committee on Poverty. Mr. John A. MacDonald, to whom your letter was addressed, is now with the Department of Public Works, and I am replying on the Deputy Minister's behalf.

The Community Affairs Branch officers and I have been most interested in your brief and we appreciate having had the opportunity to study it.

Since permission to visit Indian communities must be obtained from the individual Band Councils, your request should be taken up with the Indian people themselves. For your assistance in contacting them, I am attaching a list of the Indian organizations which will, I am sure, be pleased to arrange for permission for you to visit various reserves within their area.

I wish you success in your projected study.

Yours sincerely,

18/3/70

J.B. Bergevin,
Assistant Deputy Minister,
(Indian and Eskimo Affairs).

ROGERS/UNDERWOOD/mm
March 17, 1970.

DM — 60

P.O. BOX 527, Ottawa
C.P.

ECONOMIC COUNCIL OF CANADA — CONSEIL ÉCONOMIQUE DU CANADA

February 26, 1970

Mr. John A. MacDonald,
Deputy Minister,
Department of Indian Affairs and
Northern Development,
Ottawa, Ontario.

Dear Mr. MacDonald:

I have read with interest the brief recently submitted by your department to the Special Senate Committee of Canada and published in the Proceedings, January 1970, No. 14. My interest in the brief stems from the comment that still at issue is the possibility of initiating year-round Headstart programs to overcome the cultural disadvantages experienced by Indian children during their early years. I am currently engaged in a one-year project for the Economic Council of Canada and the Vanier Institute of the Family on what may be entitled Poverty and Young Children. This job involves the preparation of a report summarizing what is known about the effects of cultural disadvantages during early childhood, what is being done to overcome these disadvantages, and what especially is being conducted in this country. Hopefully the report will be useful in providing recommendations both in terms of the development of the research policy and in terms of the development of an action policy. I am enclosing a brief which I prepared for the Special Senate Committee on Poverty and which was presented in conjunction with the brief submitted by the Vanier Institute of the Family.

It is anticipated that our full report will be available by August. Of particular interest to me, but not included in the brief submitted to the Senate Committee, is the possibility of whether the Israeli type of Kibbutz would be feasible to develop in some modified form on reservations. I did not include this in the Senate brief because although my reading has been completed, I have not had the opportunity to visit Reserves nor to visit various Kibbutzim which I hope to remedy by the spring. I am, however, giving serious consideration to the recommendation that support be given to the development of a modified Kibbutz on an experimental basis, provided of course that the Indians would want it.

I am particularly anxious to visit Reserves both near urban areas as well as in remote areas. Could I seek your advice on how best to go about arranging visits? Could I arrange these through your office? Any suggestions or help you could offer in this regard would be most appreciated.

In the meantime if I can be of any help in providing information on the effects of Headstart programs as well as similar programs, I should be pleased to meet and discuss this with you and/or some member of your department.

With best wishes,

Yours sincerely,

Thomas J. Ryan per H.T.

Thomas J. Ryan, Ph.D.

Mailing address:

Department of Psychology,
Carleton University,
Ottawa, Ontario.

PA on 1/1-2-16-1

Department of
Indian Affairs and
Northern Development

Ministère des
Affaires indiennes et
du Nord canadien

Ottawa 4, March 11, 1970.
our file/notre dossier 1/1-2-16-1
your file/votre dossier

Head, Secretariat,
Indian-Eskimo Bureau

Re: Docket DM.60

I would suggest that we tell Dr. Ryan that his request to visit Indian communities is best taken to Indian people directly. For this purpose, we should provide him with a list of Indian organizations and suggest that he make his arrangements through one or more of these.

While I have had time to do no more than glance quickly through the copy of his brief, I think it would be a shame if it were filed away and forgotten. May I, therefore, please request that you return the copy of the brief to me in the Social Services Division when you have finalized the docket.

NRS

W. Henry Rogers,
A/Director,
Community Affairs Branch.

OTTAWA 4, March 9, 1970.

1/1-2-16-1
~~1/44-1~~

PA

MR. D.R. CASSIE,
DISTRICT SUPERVISOR,
BRANTFORD DISTRICT

With regard to your letter dated March 3 we are sending you twenty-four copies of Brief "Proceedings of the Special Senate Committee on Poverty."

for G. Mast
G.E. Bell,
Executive Officer.

MAST

ADM4

Canada

Department of Indian Affairs and Northern Development | Indian Affairs Branch

Ministère des Affaires indiennes et du Nord canadien | Direction des affaires indiennes

Box 514, Brantford, Ontario.

Department of Indian Affairs and
Northern Development,

Ottawa.

date March 3, 1970.
our file/notre dossier 479/12-4 & 479/23-33 (S-1)

Attention: Mr. David A. Munro,
Assistant Deputy Minister
(Indian Consultation and Negotiation).

Re: "Proceedings of the Special Senate Committee on Poverty - No. 14, Tuesday, January 20, 1970."

It would be appreciated if this office could receive another twenty-four (24) copies of the above noted at your earliest convenience. If the complete booklet is not available, the section from Appendix A -"Brief submitted by the Department of Indian Affairs and Northern Development" to the end of the volumn would be sufficient.

Thanking you for your co-operation in complying with our above request.

D. R. Cassie, District Supervisor,
Brantford District.

Revised Papers for inclusion in the Brief to the Special Senate Committee on Poverty.

(Copies returned to Mr. Walter Baker,
Special Assistant,
Deputy Minister's Office -
October 29, 1969.

M.M.H.

See Mr Baker's memo of Oct 30/6

PA file 1/1-2-16-1
Jm Jm H.

II The Indian in the Canadian Provinces

3. Current Federal Programs and the Indian

A. Education

HISTORICAL BACKGROUND

Prior to Confederation a small but significant body of legislation had been passed which indicated acceptance of responsibility for Indian education by the provincial or local governments. Several legislatures had made provision for the attendance of Indians at schools serving non-Indian children, including the payment to local authorities for tuition and board. There was authority in both Upper and Lower Canada for the incorporation of Indian reserves into established school districts or school sections and some provision had been made in the statutes for the financing of Indian education.

The BNA Act vested in the Government of Canada jurisdiction to legislate with respect to Indians and the lands set aside for their use. The previous legislation which would have provided a basis for the extension of provincial services to the Indian people was almost completely ignored and the Indian Act of 1876 provided the legal basis for Federal administration of Indian Affairs.

After 1871 most Indian Treaties agreed "to maintain schools for instruction on the reserve ..... whenever the Indians of the reserve shall desire it" or agreed "to make such provision as may from time to time be deemed advisable for the education of the Indian children". This proved to be a totally inadequate basis for the development of an enlightened educational program. Until the end of the Second World War education for the Indian was, if effect, education in isolation.

During this period schools and hostels for Indian children were established, but scant attention was paid to developing a pertinent curriculum geared to either their language difficulties or their sociological needs. A few Indian bands established schools for their children on the reserves, but the majority of them had neither the financial nor leadership resources to establish and operate their own schools. Provincial governments were too preoccupied with their own priorities to become involved in Indian education. Missionaries provided a modicum of services, but their 'noble savage' philosophy effectively insulated the Indians from the mainstream of society.

After the Second World War Canadians began to take a hard look at the Indian situation in Canada. For the first time the general public became concerned about the devastating significance of the educational gap between Indian and non-Indian youth. In 1946 a Joint Parliamentary Committee of the Senate and the House of Commons enquired into the administration of Indian Affairs. The Report of the Committee resulted in the development of new policies and in the first comprehensive revision of the Indian Act in 75 years.

While the new policies have provided a framework for an expansion in educational services to Indians over the past several years, much remains to be done. The following is an account of the Department's aim and objectives in Indian education, and the extent to which these objectives have been attained. It should be noted that the Department's education program applies only to those persons who are registered, or entitled to be registered, as Indians. It does not apply to enfranchised Indians and Metis, as provincial services are available to them.

AIMS AND OBJECTIVES OF INDIAN EDUCATION

In the field of education it is the aim of the Department to have Indians develop the social and cultural skills required to participate in the life of the country on an equitable basis with other citizens. In realizing and in giving direction to its aim, the Department recognizes certain basic tenets which underlie in a general way the needs of the Indian people in relation to the education program.

1. To engender Indian self-confidence, self-government and consensus as to educational goals, the Indian people must be allowed to express and realize their own wishes and aspirations by way of adequate consultation and communication, and an increasing role in education decision making.

2. The acceleration of educational integration in the provinces is seen as the principle means of enabling Indian and non-Indian people to live and work together on equal terms.

3. As the majority of Indian bands are disadvantaged groups in Canadian society, specialized educational assistance is required by way of the instructional programs, guidance and counselling services, residence services and allowances.

4. The education program must support interest in the Indian heritage and culture and assist in reaffirming Indian identity.

It is in the context of these basic considerations that the goals and objectives of the Department's Education Branch have been formulated. Specifically, the primary objectives of the Education Branch are as follows:

1. Enrolments and Provincial Integration

With the agreement of their parents to enrol all Indian children in provincial schools through:

a) enrolment of individual Indian children in provincial schools under a tuition program or by purchase of space in such schools,

b) leasing federal schools to provincial or local school authorities,

c) establishment of locally-operated school units on Indian reserves under the authority of provincial school legislation,

d) phasing out instruction in federal schools for students at the junior or senior high school level.

2. Federal School Services

a) To provide educational opportunities for Indian children still attending federal schools at least equal to those available to children attending provincial schools.

b) To overcome language retardation of Indian children through pre-school instruction, improved instructional methods, and guidance programs.

c) To recognize the Indian culture and Indian identity in instructional programs and in extra-curricular activities.

3. Student Residences

Where required, to maintain student residences providing a well-rounded home and community experience which meets the developmental needs of children.

4. Boarding Homes

To provide a satisfactory living environment for students who must leave their own homes in order to continue their education at the secondary or post-secondary level.

5. Higher Education and Professional Training

To identify individuals with potential for higher education, to encourage them to enrol in universities or related institutions, and to provide required financial and other assistance.

6. Vocational and Adult Training

To provide out-of-school training and guidance to prepare Indians for gainful employment and to adjust to urban living.

7. Employment and Relocation

To assist Indian families to relocate to areas with available job opportunities.

POLICIES AND PROGRAMS IN INDIAN EDUCATION

The education program comprises four main components:

1. Academic education - from pre-school to high school graduation.
2. Student residences and boarding home programs.
3. Post-school training - vocational, adult and university training.
4. Employment relocation and training

The activities of each component area are described under the same headings as the objectives in order to more easily relate the education program to these stated objectives.

I Enrolments and Provincial Integration

1. Enrolments

In 1968-69 Indian pupil enrolment totalled 62,384. Of this number 5,752 were in kindergarten; 40,331 in grades 1 to 6; 11,260 in grades 7 to 9; 3,822 in grades 10 to 12; and 1,505 in special categories. Of the total pupil enrolment, 33,351 are enrolled in provincial schools and 29,483 in federal schools. All high school students attend provincial schools. Almost all children between the ages of 6 and 16 attend school; about 50 percent reach grade 8 and about 25 percent reach senior high school. More Indian children are remaining in school longer. In 1969 the percentage enrolment increase in grades 1 to 6 was 3.5; in grades 7 to 9, 9.5 and in grades 10 to 13, 22.1. Table One gives the statistical picture of increased enrolments at the high school level in the last five years. Table Two provides a comparison of the proportions of the students in high schools as between Indian students and Canadian students.

TABLE 1 SCHOOL ENROLMENTS, INDIAN STUDENTS IN PROVINCES AND TERRITORIES GRADES 9-13, WITH ANNUAL PERCENTAGE INCREASES 1964-69

Grade	1964/65	% Increase From 1963	1965/66	% of Increase	1966/67	% of Increase	1967/68	% of Increase	1968/69	% of Increase
9	2,309	17.86	2,474	7.15	2,590	4.69	2,808	8.42	3,091	10.08
10	1,212	6.32	1,423	17.40	1,520	6.82	1,784	17.37	1,949	9.07
11	726	16.77	777	7.02	897	15.44	952	6.13	1,246	30.74
12	481	53.18	499	3.53	478	-4.39	560	17.15	691	23.17
13	33	3.13	47	42.42	25	-46.81	31	24.0	37	19.35
Totals Gr.9-13	4,761	17.12	5,220	9.22	5,510	5.55	6,135	11.34	7,014	14.90
Totals Grades 1 - 13	47,748	4.53	51,256	7.35	53,371	4.13	56,120	5.15	56,642	.93
% Grades 9 - 13 of Totals		9.94		10.16		10.30		10.93		12.38

TABLE 2 PERCENTAGE OF ENROLMENT BY GRADE 1964-69
INDIAN AND CANADIAN ENROLMENTS GRADES 9-13

Grade	1964-65 Indian	1964-65 Canada	1965-66 Indian	1965-66 Canada	1966-67 Indian	1966-67 Canada	1967-68 Indian	1967-68 Canada	1968-69 Indian	1968-69 Canada
9	4.83	7.6	4.82	7.7	4.85	7.9	5.00	7.9	5.46	Not Available
10	2.53	6.6	2.77	6.6	2.84	6.8	3.18	7.0	3.44	
11	1.52	5.4	1.51	5.6	1.68	5.7	1.70	5.9	2.20	
12	1.00	3.2	.97	3.4	.89	3.3	.99	3.4	1.22	
13	.06	0.9	.09	0.9	.04	0.8	.06	0.9	.06	
Total % Grades 9 -13	9.94	23.7	10.16	24.2	10.30	24.5	10.93	25.1	12.38	

2. Provincial Integration

In 1968-69, 53 percent of the total Indian population in the provinces was enrolled in provincial schools. This is accomplished by enrolling Indian children in local and private schools and by agreement with provincial school boards for the establishment of joint schools for Indian and non-Indian pupils with federal government contribution to the cost of construction on a pro-rata basis. These joint schools have increased from 190 in 1963 to 380 in 1968, and have been a significant development in broadening the outlook of Indian children and in fitting them to participate actively in the life of the provincial communities of which their reserves form a part.

II Federal School Services

1. Schools

The Department currently operates 300 schools for Indian children. A large number of the classrooms are either sub-standard or temporary, in many cases lacking minimum space requirements with inadequate heating, lighting and ventilation. In 1968-69, 32 new federal classrooms were constructed.

2. Teachers

In 1968-69 the number of teachers employed at federal schools was 1,282. Of these, about 12 percent did not have recognized teacher qualifications; another 20 percent have at least one university degree. In the same year 158 teachers were of Indian status.

3. Pre-School Program

In 1968-69 there were 5,752 enrolments in the two-year kindergarten program. The kindergarten program is viewed as a major step to reduce premature withdrawal from school and age-grade retardation. Standardized reading tests are indicating an improvement in school performance as a result of the kindergarten program.

4. Curriculum

Federal schools in the provinces follow the prescribed provincial curriculum. In addition, special efforts are made to overcome the language retardation of Indian children by way of Regional Language Supervisors and culturally oriented instructional materials. In 1968 a survey helped to identify textbooks whose contents were offensive to Indian people, and they were removed from the schools.

5. Guidance

In 1968-69, 176 counsellors provided counselling to Indian students and communities; none of these counsellors was school-based. Their duties include:

a) social and personal guidance, including attendance counselling,

b) group instruction and discussion about vocational, educational and employment opportunities,

c) educational and job placement and follow-up.

6. School Committees

In most reserves where there is a federal school, a school committee assists in its operation. On reserves where children attend the local provincial school, the school committee has a liaison function. Band councils appoint members of the school committee which is, in effect, an embryonic school board. Authorities are delegated to school committees in some or all of the following areas:

1. School lunch program.
2. Daily school transportation.
3. Repairs and maintenance of school buildings.
4. Appointment of caretakers.
5. Janitor's supplies.

In addition, either the school committee or the band councillors are consulted on teacher hiring, joint school agreements and admissions to student residences.

III Student Residences

In 1968-69 about 8,000 children lived in 59 student residences during the school year; in most cases the children attend elementary school either adjacent to the residence or the local provincial school. The staff of the former church-operated residences, numbering about 1,600, were transferred to Departmental employ this year.

1. Reduced Need

The need for residential institutions is diminishing as a result of additional day school facilities, improved roads and improved housing, and alternative boarding home services and welfare services. Already eight residences have been closed in the current year. A revised admissions policy to residences was implemented in September, 1969 and reports indicate substantial reductions in the numbers of students requiring institutional care. The student residences are for Indian children who are unable to attend federal day schools or provincial schools from their homes.

2. Child Care Program

During this first year of operating the student residences, the Department is developing a child care program adequate to the many needs of the Indian children. A poorly staffed residence can foster a dependency pattern in children which becomes manifested in adulthood by apathy, poverty and social problems. For this reason, the Department requires to implement a sound child care program. Currently, there are 450 child care workers in the residences, and only about 50 of these meet required staffing standards for this job. There are 65 child care workers of Indian ancestry. A five-year program for child care workers is under way and other opportunities for training and upgrading are being developed.

IV Boarding Homes

There are about 3,000 students living in private boarding homes in the centres where they attend school. The majority are 16 years of age or older and about 90 percent of them are high school students. Departmental counsellors provide guidance to students prior to their living in a boarding home and during the period they are away from home. The counsellors also select appropriate boarding homes for the students and make arrangements for their schooling. The boarding home program operates under the Department's educational assistance policy which provides tuition, transportation and living costs, and clothing and personal allowances.

V Higher Education and Professional Training

In 1968-69 there were 188 Indian students in university courses, 38 in teacher training, 28 in nurse's training and 355 in technical training. Table Three shows that, although the number of Indians enrolled in universities is gradually increasing, the proportion of the Indian population is exceptionally low and early withdrawals cause the number graduating to minimal.

Table Three — Performance of Indian University Students

	1964-65	1965-66	1966-67	1967-68
Enrolment	88	131	150	156
Number of Graduates	5	8	13	10
Number Completing Course	57	76	79	97
Number Failed Course	5	7	15	23
Number Withdrawing	21	40	43	26

In the summer of 1968 the Department employed 70 Indian senior high school and university students in District, Regional and Ottawa offices. It is planned to continue this summer employment program. It is hoped that the work will encourage students to continue their studies by showing them the value of education already received. Also the experience will fit them for employment in government and other work associated with Indian program development.

VI Vocational and Adult Training

The post-school program provides a continuing service for those who have completed the school program; for those who have dropped out and wish to upgrade their education; and for those requiring adult education, rehabilitation and training. In addition, the Department also assists trainees and graduates to find employment. A complete education is accessible to every Indian child, although to date only a minority have availed themselves of all opportunities.

During the past fiscal year 2,291 students were enrolled in training courses leading to employment. Included were 355 in technical training, 38 in teacher training, 20 in nurse's training and 188 in university courses.

The adult education program attempts to correct some of the root causes of poverty on reserves by using all available resources, including those of Canada Manpower, to provide basic literacy and upgrading courses to raise the level of education for those who wish to enrol in trades training courses, home improvement courses for housewives and young women, and a miscellany of occupational training courses leading directly to local employment.

INDIAN ENROLMENTS IN PROFESSIONAL & VOCATIONAL COURSES

Program	1959/60	1960/61	1961/62	1962/63	1963/64	1964/65	1965/66	1966/67	1967/68
Upgrading	-	-	-	-	-	946	1387	3634	2224
Vocational Training	301	356	256	254	456	994	1244	2529	2081
Adult Education	-	-	-	-	-	-	2753	3797	6833
University, Etc.	99	91	95	97	98	132	177	240	225
TOTAL	400	447	351	351	554	2072	5561	10200	11363

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April 1, 1967 - January 31, 1968

	British Columbia	Alberta	Sask.	Manitoba	Ontario	Quebec	Maritimes	Totals
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TOTAL	2196	1155	2150	1203	3188	1177	294	11363

VII Employment and Relocation

In 1968-69 the employment relocation service placed 2,845 in regular employment and 3,496 in short-term employment. Business school graduates requiring practical office experience prior to placement in permanent employment are placed in government offices and paid an allowance of $40.00 a week as in-service trainees. Under this program, there were 233 trainees last year. Under a similar program of training-on-the-job in which the Department contributes up to 50 percent of the wages for a period of up to 52 weeks, 139 received training. Relocation assistance enabled 224 families living in areas of marginal opportunity to move and find permanent employment. Included in the assistance provided is a $1,000 furniture grant for those moving to urban areas under the Off-Reserve Housing Program.

INDIAN ENROLMENT IN IN-SERVICE AND ON-THE-JOB TRAINING PROGRAMS

1967-68

	British Columbia	Alberta	Sask.	Manitoba	Ontario	Quebec	Maritimes	Total
-Service Training	29	23	18	6	37	15	6	134
-the-Job Training	8	6	18	3	7	17	7	66
TOTAL	37	29	36	9	44	32	13	200

INDIAN EMPLOYMENT PLACEMENTS

1967-68

	British Columbia	Alberta	Sask.	Manitoba	Ontario	Quebec	Maritimes	Total
gular Employment	681	411	419	804	303	61	81	2760
ort-Term Employment	1263	1336	3006	2469	540	178	509	9301
TOTAL	1944	1747	3425	3273	843	239	590	12061

INDIAN FAMILY RELOCATIONS

1967-68

	British Columbia	Alberta	Sask.	Manitoba	Ontario	Quebec	Maritimes	Total
locations	5	8	90	92	14	11	28	248

INDIAN ENROLMENTS IN IN-SERVICE AND ON-THE-JOB TRAINING PROGRAMS

Program	1959/60	1960/61	1961/62	1962/63	1963/64	1964/65	1965/66	1966/67	1967/68
n-Service Training	-	-	-	40	83	69	93	115	134
aining-on-the-job	-	-	-	19	39	76	103	109	66
TOTAL				59	122	145	196	224	200

INDIAN EMPLOYMENT PLACEMENTS

gular Employment	231	293	355	460	511	551	697	2357	2760
ort-term Employment	2615	4026	3913	4557	11454	7668	14794	8231	9301
TOTAL	2846	4319	4268	5017	11965	8219	15491	10588	12061

POVERTY AND THE EDUCATIONAL PROGRAM

In Indian education, poverty is characterized in three main and interrelated areas:

1. The low school attainment of Indian students.
2. The concern and involvement of Indian parents and Indian communities in the educational policy and programs.
3. The inadequate educational facilities and programs provided by the Department.

1. Low School Attainment

The percentage of high school enrolment in the total school population is a good indicator of general educational attainment levels. Among Indian students the high school enrolment is 12 percent, compared to a provincial average of 25 percent. In a general way there are a number of specific factors to which low school attainment among Indian students may be attributed. These are:

1. Substandard and overcrowded housing, and inadequate diet and health care.
2. The lack of interest in education and the low educational-vocational aspirations among many Indian families and communities.
3. An inadequate understanding and usage of English as a second language.

2. Indian Involvement in Education

It has to be recognized that the school system has no real roots in the Indian community. Thus, there is a difficulty in stimulating and sustaining interest in education. The lack of the Indian people's involvement in educational decision making, the generally low achievement of the students, and the relative lack of concern of the non-Indian public reinforces existing apathy towards education.

3. Inadequate Facilities and Programs

Improved educational facilities and programs for Indian students are essentially to improve both attitudes to school and school performance. Specifically, the following are the areas requiring immediate attention:

1. Recruiting and retaining qualified teaching staff and reducing the number of unqualified teachers.
2. Training programs and orientation courses for teachers and specialists, both in federal and provincial systems, are inadequate to prepare them for coping with the problems of Indian education.

3. Replacement of substandard school buildings.

4. Inadequate vocational and occupational services and facilities in conjunction with an increasing population, few opportunities for a traditional livelihood, an accelerated rate of urbanization and higher educational requirements of employers.

5. Insufficient resources has meant that adult education is only beginning to effectively tackle the basic problem of illiteracy, and pave the way for vocational training.

6. Guidance services for Indians seeking suitable academic and vocational training and employment are inadequate.

7. At present, kindergarten classes are available for only 5,700 of the 18,000 Indian and Eskimo children four and five years of age.

PROPOSALS FOR ACTION

The Department is alert to the many circumstances and difficulties related to the improvement of educational services for the Indian people. It will continue to make provision for educational services for Indian children of school age and for Indian students who qualify for vocational and professional training. At the same time, it will accelerate the integration with provincial school boards. In particular, it will increase the pre-school program as rapidly as possible to enrol all four- and five-year-olds.

Where there are federal schools on the reserves, a sustained building program will be required to bring buildings up to provincial standards and to replace temporary classrooms and to provide additional facilities.

It is also planned to provide a curriculum service to federal and integrated schools by way of developing special programs and materials and assisting at orientation and in-service workshops and training classes. In this connection, the learning materials produced will reflect Indian culture where appropriate. Study and research into all areas of the educational program, both within the provincial school systems and in federally operated schools, will continue to be supported.

To help solve the problems of motivation, underachievement, absenteeism, and drop-outs, it is planned to provide a guidance counsellor for each 100 Indian students in federal schools. There also will be a well-defined program of support for teacher training to encourage students to enter university programs of inter-cultural education. Also required is a support program for teaching staff summer courses, particularly in inter-cultural education, kindergarten and primary matters.

In the area of vocational and adult education, it is proposed to increase facilities and services generally, and to assist Indian employment and relocation to urban areas.

The Department is especially concerned that the Indian people become more actively involved in the education of their children, through consultation between parents, Band Councils and Department and provincial officials; through participation in the home and school associations on the reserves; through the formation of local school committees and Indian representation on local provincial school boards. Current legislation in Ontario, New Brunswick, Saskatchewan and British Columbia and recently in Manitoba permits Indian representation on local school boards. In other provinces, Indians are invited to act as advisors to school boards.

THE INDIAN AND ESKIMO IN THE NORTHERN TERRITORIES

A. Education

I Policies and Objectives of Northern Education

In general, the policy of the Northern educational administration is to provide equalized educational opportunities for all residents of the Yukon, Northwest Territories and Eskimo and Indian residents of Arctic Quebec. In pursuing this policy, various programs are being developed in an attempt to realize the four major objectives of northern education:

1. The provision of programs and facilities for all children at the pre-school, elementary and secondary school levels on an ethnically integrated basis.
2. The provision of vocational training for all who show interest and aptitude.
3. The provision of adult education for those who indicate an interest.
4. Provision of financial assistance for post-secondary education.

II The Educational Programs

The Yukon Territory

A school system dating from the time of the Gold Rush developed in the Yukon under local auspices similar to provincial school systems. Until recently there were also federal schools for Indians operated separately from Territorial schools. Carcross residential school, which closed last year, was the last Indian school in the Yukon. Two federal residences, Coudert Hall and Yukon Hall, continue to operate in Whitehorse, but discussions are currently under way for their transfer to Territorial administration.

The Yukon Territory has a population of 15,00 with a school enrolment in 1968-69 of 3,671. This includes an Indian population of about 2,000, with an enrolment of Indian students of 725. Three hundred of the Indian students live in the two Whitehorse residences.

The physical standards of the schools are good and comparable to urban areas in the provinces. In 1968-69 a kindergarten program was established in the school program.

There is a growing Vocational Education program and the Yukon Vocational and Technical Training Centre provides programs in business, technical and skilled trades and service occupations. The Territorial Government provides also assistance to residents for post-secondary education outside the Territory which includes return transportation plus a maximum of $500 for tuition, books and living costs. Some scholarships are also available based on performance merit.

The Northwest Territories and Arctic Quebec

In 1955 the federal government accepted entire responsibility for education in the Northwest Territories. It included also in its northern system schools in Eskimo communities in Arctic Quebec. Since that time the former Department of Northern Affairs and Natural Resources, now Indian Affairs and Northern Development, has developed in the eastern and western Arctic a comprehensive education system based on ethnic integration, including regular schooling, pre-school, vocational and adult education, employment placement and post-secondary financial assistance.

Over the years the system has become progressively decentralized. This year the Government of the Northwest Territories assumed control of education in the Mackenzie District and by 1970 will have extended its responsibility to the whole of the Territory. The Department currently administers education in the Eastern Arctic and will continue to be responsible for its schools in Arctic Quebec after next year's transfer of the Keewatin and Frobisher Districts of the Territories to the Northwest Territories government.

1. Enrolment

In 1968-69 over 9,000 pupils were enrolled in 70 schools of the Northwest Territories and Arctic Quebec, comprising some 4,000 Eskimo pupils, 1,600 Indian pupils and 4,000 White and Metis pupils. It is estimated that more than 90 percent of school age children in the north now attend school, compared with less than 50 percent in 1955. Northern pupils are aged from 5 to 20; and in 1968-69 there were about 600 pre-school pupils, about 7,000 in grades 1 to 6 and 2,000 in grades 7 to 12.

2. Schools and Classrooms

There are 70 schools in the Northwest Territories and Arctic Quebec, and a total of 525 elementary, secondary and special classrooms in operation. The large majority of school buildings are of good standard, and are designed for community activities, but the rapid growth of the school population has necessitated the conversion of other types of buildings to school use and the use of other types of temporary classrooms, particularly in the Eastern Arctic.

3. Pupil Residences

During the school year 1968-69 about 1,400 northern pupils lived in nine large pupil residences located at Inuvik, Fort McPherson, Fort Simpson, Yellowknife, Fort Smith, Chesterfield Inlet, and Fort Churchill, Manitoba. Another 100 students were accommodated in small, eight and twelve beed residences under the care of Eskimo house parents. The trend towards urban living, reinforced by the Eskimo Rental Housing Program, along with the policy of establishing local elementary schools, has ~~drastically~~ reduced the proportion of students requiring residential care from 22 percent in 1960-61 to 15 percent in 1968-69.

4. Teaching Staff

There are approximately 520 teachers and principals in northern schools. All are fully qualified by provincial standards and most have had between three and four years teaching experience before employment in the north. New teachers are given short orientation courses in August to help familiarize themselves with the northern curriculum and teaching methods. Subsequently, during the school year and at summer workshops, teachers participate in study groups to adapt courses of study to meet the local environment and also to develop special methods for teaching English as a second language to Indian and Eskimo pupils.

To help overcome the problems of cross-cultural education required in northern classrooms, Indian and Eskimo classroom assistants are employed. These are bilingual people trained to assist the teacher and especially to act as a bridge in language and culture for younger children between the home and the school. About 40 young Eskimos and Indians are employed in this capacity.

The first phase of an experimental teacher training program was completed in June, 1969 at Yellowknife. In this program a group of 17 Indian, Eskimo and Metis people were given a course of teacher education along with practice teaching and some senior matriculation subjects. Almost all students completed the course successfully and in the 1969-70 year will be engaged in teaching in local schools. During the next three to five years they will complete the academic and professional requirements for full teaching certification.

5. The Northern Curriculum

Four provincial programs form the basis for school curricula in the Northwest Territories and Arctic Quebec for pupils in grades 1 to 12 as follows:

Mackenzie District - Alberta program
Keewatin District - Manitoba program
Frobisher District - Ontario program
Arctic Quebec District - Quebec Protestant program

Modifications to these programs to meet environmental and cultural needs are provided by curricular materials, programs and teaching resources specially developed for northern schools. Currently, sixteen basic school readers for northern schools are being published. Other productions include curriculum guides in social studies and language arts; a program for teaching English as a second language; a variety of supplementary readers with northern content; audio-visual services handbook; special curriculum guides and programs for vocational and academic upgrading classes; 'Northern Cookbook'; a pre-number activity program; 'Physical Education Program for Arctic Schools', which includes a special section on Eskimo games; colour slides of northern flora and fauna; and a series of film-strips on the 'Government of the Northwest Territories'. For the most part, these programs, materials and publications are the end-products of lengthy and intensive work by curriculum specialists and by local and District curriculum committees of teachers at workshops and in-service training courses.

6. Post-Secondary

A broadly based program of vocational education provides training for wage employment both in the north and in the south. The low educational level of older youth and adults, however, limits their entry into the trades and professions where they are needed the most. About 1,000 vocational courses are available to Territorial residents, including engineering and boat building courses provided by defense establishments and the railways. On-the-job training schemes have been most successful. In the Northwest Territories apprenticeship program 26 occupations leading to journeyman's certificates acceptable in the provinces have now been established.

Financial assistance is provided for technological and university training by way of outright grants for all education, transportation and living costs. Still only a few northern Indians and Eskimos have yet entered university and no more than four or five are university graduates. Primarily, the relatively recent establishment of the educational system accounts for the paucity of students in higher education, but there are also a number of academic, social and psychological barriers related to poverty and culture.

7. Adult Education

A major feature of the Eskimo housing rental program is the associated housing education program. This has now provided assistance to over 1,000 Eskimo families in their adjustment to modern living conditions. This program is now being extended to Indian families in the Mackenzie District.

III Poverty and the Northern Education

In northern education the factor of poverty appears to be reflected entirely in the area of student attainment and to an extent in the instructional program. By and large, school plant and facilities rank among the best in Canada. Since 1955, when the Federal government began its program of educational expansion in the Northwest Territories, all teachers have been experienced and fully qualified. On the other hand, there continues to be significant age-grade retardation among Indian and Eskimo students in the Northwest Territories, and only about 5 percent of the Indian-Eskimo enrolment is in senior high school. A significant factor, however, is the fact that a majority of the Eskimo children have not had access to school until the present decade, and they come from homes completely lacking in the normal educational experience and traditions. In the early 1960's there was a decided social and educational gulf between students and their parents, and the lack of educational reinforcement in the home affected school performance. In the last five years, however, with accelerated northern development, parents now place increasing value on education and an improvement in school performance can be expected in the 1970's. To support this trend, the Federal and Territorial governments must continue to expand the pre-school program, the in-service courses for teachers, the number of classroom assistants, the adult education program, and research oriented to cross-cultural educational problems.

The vocational education program, too, is limited by school attainment and northern economic development and employment opportunities. When these conditions are favourable, there is no lack of training programs. Currently, a new 30 classroom vocational school is under construction at Frobisher Bay, which will provide vocational training and high school facilities for over 600 students in the eastern Arctic.

1/1-2-16-1

DEPUTY MINISTER
OF
INDIAN AFFAIRS AND
NORTHERN DEVELOPMENT

CANADA

SOUS-MINISTRE
DES
AFFAIRES INDIENNES
ET DU NORD CANADIEN

PA - 29/10/69
mmH.

October 20, 1969.

Mr. J.W. Churchman
Mr. L.C. Hunter
Mr. C.F. Hyslop
Mr. F.J. Neville
Mr. J.I. Nichol
Mr. W.H. Rogers
Mr. D.W. Simpson
Dr. A. Spence
Mr. E.R. Weick

1. I am returning, for your final review, material that has been submitted for inclusion in the Brief to the Special Senate Committee on Poverty. As you are no doubt aware, the Deputy Minister is to present this brief on November 27.

2. The attached "Table of Contents" indicates, tentatively, where your particular piece will appear. In view of the interest of much of the material, and its importance as background to our proposals, a considerable part of the earlier draft has been taken from the Appendices and incorporated into the body of the text. A second major change, on Mr. Hunt's advice, is the separation, for purposes of presentation, of the Indian in southern Canada from the Indian and Eskimo in the northern territories. In earlier drafts the northern Indian and Eskimo appear to have been given short shrift, and the special features of the North inadequately considered.

3. In reviewing your relevant section, would you consider the following questions:

a) Where historical perspective is helpful to an understanding of the current situation, is this provided?

b) Is the current situation adequately presented and fully up-to-date to cover:
(i) Objectives, and, (ii) the full range of activities to meet these objectives?

c) Has the necessary analysis of our experience in dealing with poverty been included? (i.e. have strengths and weaknesses been noted, problem areas identified, implications for other programs indicated?)

d) Do proposals appear, to deal with conclusions arising from the analysis?

e) Throughout, wherever facts and figures can replace generalities, are these given?

4. The purpose of our Brief is twofold, perhaps:

a) To assist the Senate Committee in its attempt to understand the extent and nature of poverty in Canada; its causes; various strategies that have been attempted, in seeking to alleviate or eradicate poverty; possible new approaches worth considering.

In this regard, as a Department, with its variety of predecessors, which has had a long history in seeking to deal with poverty, we should be able to make a major contribution to the Committee's deliberations.

b) To use this medium to publicize the range and richness of our various programmes. Reading the Brief, it is apparent that much is included that has never been assembled so completely before.

5. In view of final editing, typing, printing and translation requirements, time is very short. Mr. Neville and Mr. Fairholm have already done the vast bulk of the preparatory work; if you can put your final touches to their work and return your part as soon as possible to me and not later than 9:00 a.m. Friday, October 24, we should finish up with a first-rate presentation.

6. I will, of course, return copies of all material, as it will finally (tentatively) appear in the Brief, to relevant Directors and Division Chiefs for the essential, last minute review prior to translation and printing.

Walter Baker,
Special Assistant.

c.c. Deputy Minister
Assistant Deputy Ministers.

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   C. Treaties and the Indian People

3. Current Federal Programmes and the Indian

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   C. Economic Development
   D. Social Services
   E. Community Development
   F. Local Government
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   H. Cultural Development

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III THE INDIAN AND ESKIMO IN THE NORTHERN TERRITORIES

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   F. Local Government
   G. Cultural Development

4. Liaison with other Government Agencies

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2. Proposals

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A. Statistical Supplement on Social Assistance

B. Summary of Approaches to a Guaranteed Annual Income

A/ EDUCATION

In the field of education, Departmental policy is in simplest terms to provide effective educational services to Indian ~~and Eskimo~~ children and adults, in collaboration with parents and with provincial and local school authorities. The primary objectives are to assure the provision of an education program for each Indian ~~and Eskimo~~ community that will conform to the wishes and aspirations of parents and students, reflect the best principles of Canadian education and ensure the greatest degree of local autonomy. The education provided both children and adults must enable them to obtain the preparation and skills required to participate on an equitable basis and on their own terms with other Canadians.

The four main components to the education program are: 1) Academic (schooling from age 4 to high school graduation); 2) Post-School (vocational and professional training); 3) Adult Education; and 4) Employment Relocation and Training.

Virtually all children between the ages of 6 and 16 attend school. Free schooling, including university and trades training, is reinforced by clothing allowances, school lunches, free texts and school supplies, boarding and hostel accommodation where required, as well as school counselling services. Currently about 7,000 or 50% of the four and five year olds are enrolled in a two year kindergarten program.

Of all Indian children entering school ~~This education program has achieved good results over the years but even now~~ only 50% ~~of the Indian school population~~ reach junior high school level and about 25% senior high school. Although each year hundreds ~~achieve successfully in~~ complete school and proceed to gainful employment, many more leave school at 16 years of age simply to return to the reserve. The cycle of poverty for those children, temporarily broken by ten years in school, closes again as they ~~relapse into illiteracy and into~~ re-enter the secure but often unchallenging life of the reserve, where economic opportunities are in many cases very ~~few~~ scarce. Whatever its limitations, educational progress is perceptible. More Indian children are remaining in school longer and the program itself is gradually becoming more attractive and purposeful. In 1969 the percentage increase in enrolment in the elementary grades (I-VI) was 3.5% while for the junior high school grades (VII-IX) it was 9.5% and for the senior high school grades (X-XIII) it was 22.1%. Another sign of progress is the increasing participation

Are these figures meaningful re " growth in age groups?

of Indian parents in school affairs as members of school committees, public school boards and school teaching staff. Indian parents are now beginning to ask for kindergartens, high school facilities and training programs. Pupil achievement is improving as parental expectation rises and children are encouraged by better educated parents.

The most encouraging aspect of the education program for Indian children is the interest on the part of all major Canadian educational organizations in the problems of Indian education and their willingness to do something about it. All provincial governments have indicated a readiness to provide education for all Indians as residents of the province in which they live. Universities in nearly every province are carrying out research studies and training programs for the betterment of Indian education. ~~The Indian problem is on the conscience of the Canadian public to the extent that there is massive support for integrated education and any measure that will improve the image of the Indian people.~~

?

The introduction of Indian culture content in the school curriculum and the use of Indian teachers in the classroom give recognition and status to the Indian (regular or Indian?) people, their history and their place in Canadian society. Most important, however, a young, sophisticated, educated and articulate element in Indian society is emerging, capable of recognizing the challenge of being Indian in Canadian society and of providing leadership to the members of ~~his~~ their community in facing this challenge.

?

what does this mean?

In the North, almost all Eskimo children now attend school regularly and about one half may be considered functionally literate in the northern setting. The schools and pupil residences have made a strong impact also on the social and cultural development of the Eskimo community by extensive exposure of Eskimo young people to the knowledge, values and living patterns of the larger Canadian society. A broadly based program of vocational education has provided vocational and occupational training for wage employment both in the North and in the South. The low educational level of older youth and adults, however, limits their entry into the trades and professions where they are needed most.

put in later

~~Finally, the current program of housing education is providing support to many adult Eskimos who for the first time are confronted with the complexities of life in larger population centres.~~

This needs re-writing

It is more sales pitch, than an accurate reflection of conditions, perhaps?

It also needs integrating with the following material, which appeared as an Appendix.

Q: Can we integrate at least some of the tables into the body of the text, + use "hard" statistics wherever possible??

EDUCATION PROGRAM FOR INDIANS AND ESKIMOS

The Departmental Education Program includes academic, adult, vocational and occupational education, along with a job placement and counselling service. The Department works in conjunction with provincial and territorial governments and collaborates with the Department of Manpower and Immigration and other federal and private agencies to bring Indians ~~and Eskimos~~ the full range of educational services available to other Canadians.

The total cost of the program is borne by the Department. In the past fiscal year it amounted to $68,741,000 for Indians alone.

A. Indian Education

1. Schools and Residences

The Department is currently operating 300 schools for Indian children. Their number is decreasing annually as arrangements are made with provincial governments to take over their operation and as Indian children are fitted into provincial systems.

The Education Program is further supported by the 58 student residences, formerly known as Indian residential schools, 54 of which are owned by the federal government but operated under church auspices. Their purpose is to provide care for 9,000 Indian children, about 70% of whom must live away from home for reasons other than educational, including poor and overcrowded living conditions. The number of residences is declining steadily as improved housing, welfare services and other community services remove the reasons for their existence.

In the past fiscal year, expenditures for residences amounted to $9,358,000.

2. Enrolment

Indian pupil enrolment at the beginning of the current school year totalled 62,834. Of this number, 5,752 were enrolments in kindergarten; 40,331 in Grades I to VI; 11,260 in Grades VII to IX; 3,822 in Grades X to XII; and 1,505 in special categories.

Of the total pupil enrolment, 33,351 are enrolled in provincial schools and 29,483 in federal schools. All high school students attend provincial schools.

6 3. Post School

The post-school program provides a continuing service for those who have completed the school program; for those who have dropped out and wish to up-grade their education; and for those requiring adult education, rehabilitation and training. In addition, the Department also assists trainees and graduates to find employment. A complete education is accessible to every Indian child, although to date only a minority have availed themselves of all opportunities.

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The total cost of the post-school program in 1968-69 was $5,537,000.

6

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(Turn around)

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Turn this round: it will fit more easily.

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	British Columbia	Alberta	Saskatchewan	Manitoba	Ontario	Quebec	Maritimes	Total
In-Service Training	29	23	18	6	37	15	6	134
On-the-Job Training	8	6	18	3	7	17	7	66
TOTAL	37	29	36	9	44	32	13	200

INDIAN EMPLOYMENT PLACEMENTS

1967-68

	British Columbia	Alberta	Saskatchewan	Manitoba	Ontario	Quebec	Maritimes	Total
Regular Employment	681	411	419	804	303	61	81	2760
Short-Term Employment	1263	1336	3006	2469	540	178	509	9301
TOTAL	1944	1747	3425	3273	843	239	590	12061

INDIAN FAMILY RELOCATIONS

1967-68

	British Columbia	Alberta	Saskatchewan	Manitoba	Ontario	Quebec	Maritimes	Total
Relocations	5	8	90	92	14	11	28	248

M9

7

INDIAN ENROLMENTS IN IN-SERVICE AND ON-THE-JOB TRAINING PROGRAMS

Program	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68
In-Service Training	-	-	-	40	83	69	93	115	134
Training-on-the-job	-	-	-	19	39	76	103	109	66
TOTAL				59	122	145	196	224	200

INDIAN EMPLOYMENT PLACEMENTS

Regular Employment	231	293	355	460	511	551	697	2357	2760
Short-term Employment	2615	4026	3913	4557	11454	7668	14794	8231	9301
TOTAL	2846	4319	4268	5017	11965	8219	15491	10588	12061

(Turn around & integrate)

CHRONO

Ottawa 4, April 24, 1969.

Mr. Fred Joyce,
Director,
Senate Committee on Poverty,
140 Wellington Street,
Ottawa 4, Ontario.

Dear Mr. Joyce:

I have your letter of March 25, 1969, inviting the Department to submit a brief for consideration of the Special Senate Committee on Poverty.

The Department wishes to accept this opportunity of provide information and to express its views to the Committee on the problem of poverty among Indians in Canada. Our brief will be in your hands prior to June 5, the date set for its presentation.

Yours sincerely,

John A. Macdonald,
Deputy Minister.

F.J. Neville/dd

Chron

Community Affairs Branch

Direction des affaires communautaires

Ottawa 4, April 24, 1969.

MR. ARMSTRONG
MR. DAVEY
MR. CHURCHMAN
MR. YATES

1/29-1

21247

Brief to Special Senate Committee on Poverty

The Special Senate Committee on Poverty has invited the Department to submit a brief on poverty in the Indian context. I attach a copy of the letter received from the Director of the Committee, for your information.

The Department has accepted the invitation and the Deputy Minister has given this Branch responsibility for preparation of the document. It will be up to the Indian-Eskimo Bureau to see that the document is approved, reproduced and in the hands of the Senate Committee by May 30.

The material in the brief will be drawn from Branches in two of the three major program areas of the Department. Much of the information required already exists, but may have to be re-worked to satisfy the questions and model proposed by the Senate Committee.

Mr. F.J. Neville, Acting Assistant Director of this Branch, has been assigned to co-ordinate the collection and development of the material and the final editing. He will be in touch with you in the next day or so to indicate what information is required and the form in which it is required.

This exercise has to be completed in only 19 working days, which will call for your prompt and fullest co-operation. I attach a copy of the time table for the preparation of the document so that you can see for yourself the amount of time you will have to respond.

David A. Munro,
Director.

F.J. Neville/dd

c.c. Indian-Eskimo Bureau

PREPARATION OF BRIEF

TO

SENATE COMMITTEE ON POVERTY

TIME TABLE

Phase I	
April 22-29 6 working days	1 - Collection of Data and Source Documents 2 - Discussions with Branch Directors and Assignment of Tasks
Phase II	
April 30-May 9 8 working days	1 - Preparation and Return of first draft 2 - Revision and Submission of draft to Dr. Munro
Phase III	
May 12-16 5 working days	1 - Study of Draft by Branches 2 - Revisions
Phase IV	
May 19-23 5 working days	1 - Submission of Draft to Indian-Eskimo Bureau 2 - Submission of Draft to D.M.'s Office and approval
Phase V	
May 26-30 5 working days	1 - Reproduction of 60 copies 2 - Submission to Senate

THE SENATE
CANADA

Special Senate Committee On Poverty

SENATOR DAVID A. CROLL (ONT.), CHAIRMAN
SENATOR EDGAR E. FOURNIER (N.B.), DEPUTY CHAIRMAN
DIRECTOR: FREDERICK J. JOYCE

140 WELLINGTON STREET,
OTTAWA 4, ONTARIO.
TELEPHONE: 995-7020

March 25, 1969

Mr. John A. MacDonald,
Deputy Minister,
Dept. of Indian Affairs &
Northern Development,
Centennial Tower,
400 Laurier Ave.W.,
Ottawa, Ont.

Dear Mr. MacDonald:

Please recall our meeting of Monday, February 24 during which we discussed a brief for the Special Senate Committee on Poverty from the Department of Indian Affairs and Northern Development.

The Department of Indian Affairs and Northern Development is requested to present its brief on the 5th of June at 9:30 a.m. in room 256-S in the Parliament Buildings. The brief your department will present will be followed on subsequent days by briefs from the National Indian Brotherhood, the Indian-Eskimo Association of Quebec and the Métis Associations of Alberta, Manitoba and Saskatchewan. Whether all of these organizations will present briefs is not as yet known, but it is our intention to request briefs from all of them. The Committee feels that the problem of the minority poor is of such significance and importance that the associations representing these minority groups have been included in the first series of briefs to be heard. In addition, it is the intention of the Committee to visit minority group poor areas throughout Canada during the fall of this year.

A Guide for the Submission of Briefs is enclosed to assist your department in preparing its brief. This Guide however should not constrain the scope of your brief in any way. The Committee requests that the verbal summary of the brief be presented in less than 20 minutes; the remainder of the time to be used as a question period.

THE SENATE
CANADA

Special Senate Committee On Poverty

SENATOR DAVID A. CROLL (ONT.), CHAIRMAN
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DIRECTOR: FREDERICK J. JOYCE

140 WELLINGTON STREET,
OTTAWA 4, ONTARIO.
TELEPHONE: 995-7820

In addition to the material requested in the Guide the Committee would appreciate it if your department would emphasize the following areas of interest to the Committee:

a) Given your definition of poverty, what are the major aspects of the problem of poverty among Indians? Does this definition apply to other segments of the Northern population? Using statistics that your department has developed, demonstrate the incidence and magnitude of the poverty problem among Indians in Canada and by regions if possible.

b) Comment on how the legal status of Indians (treaty or registered) relates to the causes of poverty discussed above as it is found on Indian reserves or in Northern communities. Is it possible to disassociate the conditions of poverty and the Indian's special legal status?

c) Your department has been making a major effort to encourage local government. What are the general principles guiding these programs? What kind of training is being provided to local leaders? Discuss how these programs relate to an overall policy and how these programs are contributing to the alleviation of poverty in the long run.

d) Discuss the theory and strategy which orients your policy concerning economic development of the North. How do you take into account the socio-cultural effects of your economic programs? What action is taken if a community does not have a viable economic base in terms of resources?

e) Like the rest of Canada, the socio-economic conditions which create poverty vary widely for Indians from one part of the country to another. How do your programs take account of various regional differences in terms of needs?

-3-

THE SENATE
CANADA

Special Senate Committee On Poverty

SENATOR DAVID A. CROLL (ONT.), CHAIRMAN
SENATOR EDGAR E. FOURNIER (N.B.), DEPUTY CHAIRMAN
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140 WELLINGTON STREET,
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TELEPHONE: 995-7820

f) Various other government departments' programs are explicitly designed to combat poverty. How does your department coordinate its activities with those of other federal and provincial government departments?

g) Comment on how effective the guaranteed annual income concept would be in alleviating poverty among the Indians.

If it is not possible for any reason to discuss the items mentioned above please let me know so that your department will not be asked any inappropriate questions.

Any assistance you may require to clarify the desires of the Senate Committee, please do not hesitate to call the undersigned at 5-7820.

Yours sincerely,

Fred Joyce,
Director,
Senate Committee on Poverty.

FJ:faf
encl.

GUIDE
FOR SUBMISSION OF BRIEFS
TO THE
SPECIAL SENATE COMMITTEE ON POVERTY

Introduction

I.I Part I sets out the procedures to be followed in submitting briefs. Part II describes the type of information desired.

PART I: GENERAL GUIDANCE

Contents of Submissions

I.2 Briefs should deal with the subject matter which falls within the scope of inquiry of the Committee, as contained in the attached Order of Reference (Appendix A). This Order of Reference, and suggested brief contents should be carefully read before briefs are prepared.

I.3 To make submissions to the Committee as useful as possible, and to facilitate the Committee in obtaining a full understanding of the views put forward and recommendations made, the following points should be borne in mind when preparing the briefs:

a) Factual information must be included to substantiate the conclusions put forward, the views expressed and the claims made.

b) Recommendations should be made as specific as possible, putting forward concrete proposals indicating what action should be taken, and how the proposal could be implemented in practice.

c) The brief should be prefaced by a summary of the main conclusions and recommendations.

d) Brevity is recommended in the main body of the submission. Those preparing briefs may, if desired, submit additional substantiating evidence in appendix form.

e) In the case of associations and organizations, the briefs should include information on the personnel, objectives and nature of the group.

Format of Submissions

I.4 Briefs should be double spaced with consecutive paragraphs numbered, on foolscap (8" x 14½). The name and address of the association, organization or person submitting the brief should be clearly indicated. Where organizations and individuals wish to appear at the hearings, the names and addresses of those who will represent the organizations or of the individuals should be stated.

Number of copies of Submissions

I.5 The Committee requires fifty (50) copies of each brief. It is suggested that copies in French be provided. Organization and individuals submitting briefs may wish to have available additional copies which they can pass on to the press and other interested parties. Although each organization is responsible for the distribution of its brief, the Secretary will distribute it to the members of the Parliament Press Gallery upon receipt of an additional 95 English-language and 35 French-language copies. It is imperative that the requisite number of copies of the brief reach the Secretary's Office at least one week before a scheduled hearing.

Presentation of Submissions

I.6 The full texts of the submissions, ordinarily will be taken as read. At the hearings, participants will be asked to summarize the information contained in their submissions as well as their conclusions and recommendations. They are free to elaborate orally and present arguments. Persons appearing before the Committee may be questioned directly by members of the Committee on the material submitted in their briefs and the recommendations put forward, but they will not be subject to examination or cross-examination by other persons.

Exhibits at Hearings

I.7 Participants are permitted to introduce at the hearings supplementary information and material in written form. These will be known as exhibits.

Transcripts of Proceedings of Hearings

I.8 The proceedings at the hearings held by the Committee will be recorded and printed. Copies may be purchased from the Queen's Printer. Reports of the Committee's proceedings are supplied at reduced rates when ordered immediately following the Committee sitting. A limited number may be obtained without charge on application to the Secretary. (See I.10 below)

Confidential Character of Submissions

Submissions made to the Committee will remain confidential until released, the release date being the day on which the organization's representative appears as a witness. In the case of briefs supplied but not presented at the hearings, the release date will be at the discretion of the Chairman.

Contact with Senate Committees Branch

I.10 Information concerning the activities of the Senate's Special Committee on Poverty (e.g. proceedings of the hearings, etc.) may be obtained from:

John A. Hinds,
Secretary,
Room 367-E,
Committees Branch,
The Senate,
Ottawa, Ontario.
Telephone No. 992-3060

All briefs and exhibits should be sent to the above.

PART II: INFORMATION REQUIRED

II.1 In presenting your brief to the Special Senate Committee on Poverty and subsequently in appearing as a witness before the Committee, it would be helpful if the following general outline would be used in its preparation.

A- Poverty, its cause, incidence and remedy

II.2 In recent years there has been a growing concern on the part of all levels of government, private associations and the public at large over the problems confronting the poor because they are poor and with ways of overcoming these problems through specific programs and concerted action. While many good beginnings have been made, much still needs to be done. These additional or new efforts, if they are to succeed, depend to a large degree upon a consensus on the causes of poverty.

II.3 The views held on the causes of poverty influence the choice of solutions or remedies recommended and thereby the nature of the programs established to deal with the causes. The Committee understands that poverty can be viewed from an economic, cultural, social, psychological or even, broadly speaking, from a political perspective. It is true, that all of these factors may influence a situation in which the poor find themselves and affect their reaction to that situation. What the Committee desires is a more specific understanding, especially as conveyed through the views expressed by those submitting briefs, of the interaction of these factors, of how they cluster together, and finally of how they can be changed in such a way that a better life would be provided to the poor through Government programs and public and private action. To be more specific, the Committee would appreciate your views on the following interrelated points:

a) What is your definition of poverty? In giving this definition, take into account the wide range of definitions currently in use and make a distinction, if it is applicable in your view, between the very poor and the near poor, between the urban and rural poor, between differences in ethnic origins and so on. In a more general sense, what do you consider to be the chief categories of poverty in Canada? And finally, in the same context, how would you deal with the various regional differences and local variations in poverty?

b) What in your view is the extent of poverty in Canada? In your presentation, you might wish to present significant examples of poverty from your experience. If you have prepared any studies in the area of poverty in Canada, the Committee would most appreciate receiving them.

c) The next question is closely related to Item b above. Do you feel that poverty in Canada is increasing or decreasing? In making this judgement, which can be a qualitative or quantitative one or both, present your reasons.

B. Poverty Programs

II.4 The Federal Government, in part on its own and in part in conjunction with the provinces, has undertaken a number of programmes which deal either directly with or are related to problems of poverty or are designed to improve the general welfare of the Canadian population, thus indirectly serving the cause of reducing the incidence and the degree of poverty. Can you give us your views as to the effectiveness of these programmes, a number of which are listed in Appendix B and which list you are welcome to extend if this is your wish.

II.5 Do you have any concrete suggestions as to how current government policies and programmes could be improved to cope more effectively with the problems of poverty in Canada, distinguishing between short-term and long-term remedies.

II.6 Specifically, your comments would be very helpful on a variety of measures which could be used to deal with problems of poverty in Canada including:

a) Guaranteed annual income.
b) Negative income tax.
c) Income maintenance policies.
d) Education and training policies.
e) Financial support to keep young people longer in schools.
f) Health care policies.
g) Housing policies.
h) Employment and under-employment policies.
i) Measures to offset the effect of the Culture of Poverty.
j) Measures to create incentives to reduce dependence on welfare.
k) Measures to deal with poverty pockets or local poverty ghettos.
l) Measures to obtain a total national effort in the battle against poverty.
m) Measures to assist disadvantaged, blind, crippled mental, elderly.
n) Measures to assist women who are heads of families.

II.7 Indicate any suggestions you may have for increased federal-provincial-municipal cooperation in simplifying, coordinating and integrating measures taken to combat poverty in Canada. It would also be of value if you could discuss the organizational machinery necessary for this purpose.

II.8 Please add any other general comments you may have on the subject of poverty in Canada, its causes and possible remedies.

APPENDIX A

That a special committee on the Senate be appointed to investigate and report upon all aspects of poverty in Canada, whether urban, rural, regional or otherwise, to define and elucidate the problem of poverty in Canada, and to recommend appropriate action to ensure the establishment of a more effective structure of remedial measures:

That the Committee have power to engage the services of such counsel, staff and technical advisers as may be necessary for the purpose of the inquiry:

That the Committee have power to send for persons, papers, and records, to examine witnesses, and to report from time to time:

That the Committee be authorized to print such papers and evidence from day to day as may be ordered by the Committee to sit during sittings and adjournments of the Senate, and to adjourn from place to place: and

That the Committee be composed of eighteen senators.

APPENDIX B

SELECTED LIST OF FEDERAL-PROVINCIAL ASSISTANCE PROGRAMS

		Federal Government Department Responsible:
A.	Prairie Farm Assistance Program.	Agriculture
B.	Civilian War Pensions and Allowances Act.	Can. Pen. Comm.
C.	Pension Act.	Can. Pen. Comm.
D.	Veteran's Assistance Fund.	Vet. Affairs.
E.	Govt. Employees Compensation Act.	Labour
F.	Merchant Seaman Compensation Act.	Labour
G.	Industrial Pension and Annuities Plan.	Labour
H.	Adult Occupational Training Program.	Man. & Immg.
I.	Financial Assistance for Vocational Trainees.	Ind. Nor. Affairs.
J.	Social Assistance Plan.	Ind. Nor. Affairs.
K.	Canada Assistance Plan.	Nat. H. & Welfare.
L.	Unemployment Assistance.	Nat. H. & Welfare.
M.	Old Age Assistance.	Nat. H. & Welfare.
N.	Blind Persons Allowance.	Nat. H. & Welfare.
O.	Disabled Persons Allowance.	Nat. H. & Welfare.
P.	Family Allowances.	Nat. H. & Welfare.
Q.	Family Assistance.	Nat. H. & Welfare.
R.	Youth Allowances.	Nat. H. & Welfare.
S.	Canada Pension Plan.	Nat. Revenue.
T.	Old Age Security.	Nat. H. & Welfare.
U.	Guaranteed Income Supplement.	Nat. H. & Welfare.
V.	Unemployment Insurance.	U. Ins. Comm.
W.	War Veterans Allowance Act.	War V.A. Board.
X.	Student Aid Program.	Man. & Immg.
Y.	Fed-Provincial Public Housing Project.	C.M.H. Corp.
Z.	Loans and Subsidies for Public Housing.	C.M.H. Corp.
AA.	Loans to limited Dividend and non-profit Housing Co.	C.M.H. Corp.
BB.	Loans for Existing Homes in Urban Renewal Areas.	C.M.H. Corp.
CC.	Urban Renewal.	C.M.H. Corp.
DD.	Public Health Research Grants.	Nat. H. & Welfare.

APPENDIX B (Continued)

EE.	Northern Indian Housing.	Ind. Nor. Affairs.
FF.	Eskimo Rental Housing.	Ind. Nor. Affairs.
GG.	Eskimo Resale Housing.	Ind. Nor. Affairs.
HH.	Territorial Low Cost Housing.	Ind. Nor. Affairs.
II.	Rural Development Staff & Training Service.	Reg. Ec. Exp.
JJ.	Domestic Volunteer Program CYC.	Co. of Y. Cdns.
KK.	Trust and Annuities - Indians.	Ind. Nor. Affairs.
LL.	Revolving Loan Fund.	Ind. Nor. Affairs.
MM.	Community Development Fund.	Ind. Nor. Affairs.
NN.	Child and Maternal Health.	Nat. H. & Welfare.
OO.	Capital Assistance Program - Schools & Equipments.	Man. & Immg.
PP.	National Welfare Grants.	Nat. H. & Welfare.
QQ.	Adult Education - NWT.	Ind. N. Affairs.
RR.	Vocational Training Programs - Fishermen.	Fisheries.
SS.	Employment and Relocation - Indian.	Ind. N. Affairs.
TT.	Manpower Mobility Program.	Man. & Immg.
UU.	Canada Newstart Program.	Man. & Immg.
VV.	Area Development Incentive Program - ADA.	Dept. Industry.
WW.	Older Workers Program.	Man. & Immg.
XX.	ARDA	Regional Economic Exp.
YY.	FRED	Regional Economic Exp.

Canada

1/1-2-161

Department of Indian Affairs and Northern Development | Deputy Minister | Ministère des Affaires indiennes et du Nord canadien | Sous-ministre

attended

PA

Mr. Battle

November 15, 1968.

our file/notre dossier
your file/votre dossier
date

Meeting of House of Commons Committee
November 19, 1968.

Mr. MacDonald has asked me to confirm with you that he would be grateful if you could plan to attend the meeting of the House of Commons Committee in room 307 of the West Block on Tuesday, November 19 at 11 a.m.
It is at this meeting that the Minister will make his general statement to the Committee following which vote one will be called, providing an opportunity for a general discussion of the Department's responsibilities.
I would be grateful for your advice if you will not be able to attend the meeting, so that I can advice the Committee Clerk.

W.D. Mills,
Departmental Secretary.

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CENTRAL REGISTRY

Nov 20 11 16 AM '68

INDIAN AFFAIRS

REGISTERED
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RECORDS
INDIAN
AFFAIRS

Director of Development

DA

Director of Administration

March 7, 1966.

Recommendations of Joint Committee.

With regard to your request for information on what has happened on the recommendations of the Joint Committee, I am attaching a copy of notes for Justice with respect to amendments to the Indian Act, as well as some notes which have been received from various divisions. In addition, a looseleaf booklet on the recommendations of the Joint Committee was prepared some time ago, and a copy can be loaned to you by Mr. Fairholm.

Jules D'Astous.

Attach.
CIF/vm

PA 1/1216/1

Mr. J. W. Churchman,
Director, Development Directorate.

Director-Education Services.

March 7, 1966.

Joint Committee of Senate and House of Commons on Indian Affairs.

With reference to your memorandum of February 14 concerning the recommendations of the Joint Parliamentary Committee, the following comments may be helpful:

1. Action taken on recommendations:

(a) "Education is the key to the full realization by Indians of self-determination and self-government."

No comment required.

(b) "Education of Indian children in schools under the jurisdiction of the provinces should be continued and expanded."

This is in accord with established policy and indeed, the enrolment of Indians in the provincial school system has more than doubled since 1960, rising from over 13,000 to in excess of 28,000.

(c) "Kindergarten facilities for Indian children should be provided."

This recommendation has been accepted and is being implemented. In the 1960-61 school year we had no record of teachers employed in our service devoting their attention to kindergarten work, although there were several doing this. The Branch at the present time is employing 42 kindergarten teachers and enrolling about 1200 pupils and is buying service from provincial and private agencies for a group almost as large.

(d) "The provincial authorities should be approached to ensure that a more comprehensive and accurate account of the Indian people is used and described in history courses and texts."

The Department, following the recommendations of this committee, wrote to all provincial departments of education and to the association of publishers, drawing to their attention the need for better presentation of material relating to Indians in text-books, and at least one company has submitted to the Department material to be included in text-books for review purposes prior to publishing.

..... 2

(e) "Agreements should be entered into with provincial authorities to extend adult education facilities to Indians with the program expanded."

In the last two years there has been a rapid acceleration in the number of Indians receiving adult education in programs offered by the provinces. This is particularly true in respect to courses which are covered by Schedule 5 of the Canadian Vocational Training Agreements. These include courses established for the general public as well as courses offered especially to meet the requirements of Indian communities. For example: over 100 Indians are presently being trained in Northern Manitoba in basic carpentary so that they may be employed in the expanded Branch housing development program as well as on the construction of several large schools. It is intended to follow up with this group after the period of summer employment so that there may be refinements to the skills which they have obtained through instruction and employment, with a view to the placement of as many as possible in permanent employment. In British Columbia it has been possible to greatly expand the adult education program in areas other than Schedule 5, through the involvement of the adult education officers which nearly every provincial school district in that province employs. This includes literacy, continuing education, automotive repair, etc.

(f) "Travelling library facilities to Indian communities should be expanded wherever possible."

Some attempt was made, particularly in Ontario, to implement this recommendation, with meagre results. It is quite obvious that if anything is to be accomplished in this field there will have to be an officer of the branch designated specifically to perform this function. In my opinion any feasible plan would require involvement of provincial library services rather than the establishment of a federal service of this nature.

(g) "Academic upgrading and social orientation courses to prepare young Indians for placement or specialized training should be greatly expanded."

There has been an acceleration of this program through the utilization of Schedule 5 programs and it is anticipated that there will be a continued growth for the next several years in this type of training.

(h) "Full support and encouragement should be given to formation of Home and School or Parent-Teacher Associations."

This is accepted and there has been closer liaison with the Home and School and Parent-Teacher Federation. One of the outcomes of this relationship has been the recently started Centennial Project of the Home and School and Parent-Teacher Federation, called "Tillicum" and the development of a library project to provide books to Indian schools. These Federation programs have the support of the Branch.

..... 3

(i) "The fullest possible encouragement and incentive should be given to Indian children to go as far as they can in school."

This recommendation has been accepted and the educational assistance and scholarship programs are designed to this end.

(j) "In addition to an intensive educational program, the economic opportunities and environment of the Indian people should be developed."

(k) "The Canadian Broadcasting Corporation and other agencies should provide factual presentation of the Indians' way of life and their contribution to the development of Canada."

These are not specifically educational projects and although this Directorate supports the recommendations, implementation would fall outside the jurisdiction of this Directorate.

General Comment:

At the present time there are over 5,000 Indian students at the high school level and over 2,000 in vocational training programs. This has implications for development and specifically for the placement program. It may be helpful for me to point out that when the estimates were prepared for the current fiscal year in the fall of 1964, this Division estimated that there would be 4,000 students at the high school level and about 1,000 in vocational training programs. These figures were provided for the supporting material for our estimates. Instead of a total of 5,000 in these two program areas, as mentioned above, there are actually 7,000 enrolled; hence the acute shortage of funds in the operating vote of the Education Division.

R. F. Davey.

DAVEY:mc

1/1-2-16-1

Director of Administration
Director of Education
Chief, Resources & Industrial Division
A/Chief, Social Programs Division

Director of Development

Feb.14th, 1966.

Joint Committee of Senate and House of Commons
on Indian Affairs

I have been studying the recommendations as set forth in the summary of the final report of the above Committee.

It would assist me considerably in my knowledge of the Branch operations if you could supply me with the following information on those sections of the recommendations which come under your supervision:-

(1) The action taken on the recommendations.

(2) Reference to the legislative change, if any, made in the Act.

(3) The Branch attitude to the recommendations if no action taken to date.

I would be very grateful if you could let me have this information by February 28th as it will be of considerable assistance in my preparation for the up-coming Development Conference in March.

Thank you.

J.W. Churchman.

P.S. - For your convenience, I enclose a copy of the sections of the recommendations which I believe apply to your Directorate.

(b) There is a growing awareness and recognition of the problems and needs of Indians amongst the non-Indian population.

(c) Indians may soon be willing to assume the responsibility and accept the benefits of full participation as Canadian citizens.

(d) More responsibility and authority should be directed to band councils and individual Indians with a consequent limitation of governmental control.

(e) The advancement of the Indians towards full acceptance of the responsibilities and obligations of citizenship should be without prejudice to their traditional cultural, historical and economic benefits.

I. Indian Status and Band Membership

A

(a) Indian and non-Indian children who are legally adopted should assume the status of their adoptive parents.

(b) The status and membership rights of illegitimate children should conform, where possible, to provincial laws.

(c) The term "enfranchisement" should be deleted from the Act.

(d) Indian women who marry non-Indians should not receive a per capita share of band funds for a period of five years, but retain the right to return to their reserve in the intervening period.

II. Use, Management and Development of Reserve Resources

DR

(a) The Indian Act should be amended to formally recognize lawful possession of land held by an Indian for twenty years and also to permit band councils to allocate land on a conditional basis.

(b) Designated band councils should be authorized to issue leases of reserve land for a period not exceeding five years without a surrender and/or approval of the Minister.

(c) The Indian Affairs Branch should withdraw from the management of lands held by an individual Indian who should be enabled to lease his land himself for designated purposes.

(d) The Indian Act should be amended to clearly indicate the word "surrender" is confined to sale of land.

(e) As the present provisions of Section 88 of the Act bar many Indians from ordinary sources of credit, the section should be amended to permit individual Indians to waive the protection afforded as regards their personal property; and band revenue funds should be subject to attachment in respect of judgments for damages and unfulfilled contracts.

III. Election and Authority of Band Councils

A

(a) The Act should provide for a term of office for band councils of not more than three years with one-third of the members elected each year.

(b) All band members, who are otherwise qualified, should be allowed to vote at band elections and on any other matter affecting the band if present on the reserve when the election is held.

(c) The chief should be elected by the band members rather than from the elected council.

..11

(d) An oath of office for band council members should be required.

(e) The Indian Act should set out specific duties and authorities of the Chief.

(f) The Act should provide for filling a vacancy in a band council as soon as possible after the vacancy occurs.

(g) There should be an extensive educational program to acquaint band councils with the Indian Act and regulations and with Council authority.

(h) It should be the definite policy of government to move toward more self-governing bands and to this end more bands should be given control of their revenue funds.

(i) There should be a decrease in ministerial and governmental authority with a concomitant increase in band council authority.

(j) By-law authority under the Act should be combined and additional powers granted.

(k) To assist elected band councils in local self-government, per capita grants on an unconditional basis should be made.

IV. Use and Management of Band Funds

(a) Greater responsibility should be placed upon Indian bands in matters of credit.

(b) Band councils should be enabled to take adequate security on loans with the right to foreclose in case of default.

(c) Where a band does not have sufficient funds for loaning purposes, a system of making secured loans to bands for re-loan to band members should be instituted.

(d) An appropriate penalty should be provided in the Indian Act for misuse of band funds by band councils.

V. Education and Development of Human Resources

(a) Education is the key to the full realization by Indians of self-determination and self-government.

(b) Education of Indian children in schools under the jurisdiction of the provinces should be continued and expanded.

(c) Kindergarten facilities for Indian children should be provided.

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(e) Agreements should be entered into with provincial authorities to extend adult education facilities to Indians with the program expanded.

(f) Travelling library facilities to Indian communities should be expanded wherever possible.

(g) Academic upgrading and social orientation courses to prepare young Indians for placement or specialized training should be greatly expanded.

...12

(h) Full support and encouragement should be given to formation of Home and School or Parent-Teacher Associations.

(i) The fullest possible encouragement and incentive should be given to Indian children to go as far as they can in school.

(j) In addition to an intensive educational program, the economic opportunities and environment of the Indian people should be developed.

(k) The Canadian Broadcasting Corporation and other agencies should prepare factual presentations of the Indians' way of life and their contribution to the development of Canada.

VI. Health and Welfare

(a) The question of transferring health services for Indians to the provinces should be discussed at a Dominion-Provincial Conference, but the present health program should be continued and extended until such time as this can be accomplished.

(b) Provincial welfare legislation and services should be used for the benefit of the Indian population.

(c) Social welfare should be placed on the agenda of a Dominion-Provincial Conference with a view to transferring jurisdiction to the provinces.

(d) A substantially increased public investment should be made in Indian housing and sanitation facilities.

(e) A revolving loan fund for housing purposes should be established.

VII. Taxation and Legal Rights

(a) Special depreciation allowances should be allowed Indian commercial fishermen.

(b) All existing liquor restrictions should be deleted from the Indian Act; and the same rights extended to non-Indian citizens of the various provinces be applicable to Indians, except that the right of possession and consumption on the reserve be granted only after approval by a majority vote of the band.

(c) Section 32 and 33 of the Indian Act relating to the sale or barter of produce from reserves in the three Prairie Provinces should be deleted.

(d) Provincial courts should have jurisdiction to deal with Indian estates.

VIII. Indian Administration in General

(a) Indian Affairs should be the subject of a Dominion-Provincial Conference in order that such matters may be transferred to provincial jurisdiction as may be mutually acceptable to the Indian people, provincial and federal authorities.

(b) Another Special Joint Committee of the Senate and House of Commons should be appointed within a period of seven years to review Indian Affairs.

(c) A program of research into the economic, cultural and social

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concepts of the Indian people should be undertaken in conjunction with the provinces and universities.

(d) Community planning and development studies should be continued.

IX. Indian Claims Commission

An Indian Claims Commission should be established to hear the British Columbia and Oka Indian land questions and other matters, and that the cost of counsel to Indians for the two land questions specified above, be borne by the Federal Treasury.

A copy of the Committee's Minutes of Proceedings and Evidence is appended.

Respectfully submitted,

JAMES GLADSTONE,
LUCIEN GRENIER,
Joint Chairmen.

Director of Development.

P. A. -> 1/1-2-16-1

Acting Chief, Social Programs Division. March 3, 1966.

Recommendations of the Joint Committee of the
Senate and House of Commons on Indian Affairs.

Page 12

VI. Health and Welfare

(b) Provincial welfare legislation and services should be used for the benefit of the Indian population.

Before the Parliamentary Committee was set up to study Indian Affairs, certain legislative changes had taken place and policies adopted to give effect to the specific recommendation quoted above.

Section 87 which was written into the Indian Act in 1951 is considered to provide for the general application of provincial welfare legislation to Indians living on reserves. This was followed by amendments to certain provincial acts by the deletion of clauses, specifically excluding Indians from the provisions. It is through these means that provincially administered categorical assistance programs such as Old Age Assistance, Disability and Blind Persons' Allowances became available to Indians on the same basis as other provincial residents. Mothers' Allowance is also available in Ontario and Quebec.

In Fact, Ontario has special statutory provisions in the form of the Indian Welfare Service Act which covers categorical assistance to Indians and makes provision for provincial approval of agreements between the Federal Government and private welfare organizations.

The General Welfare Assistance Act of Ontario includes provisions whereby Indian bands may administer assistance on the same basis as municipalities. Thirty-five Ontario bands now administer assistance in accordance with this legislation.

. . . 2

Indians are considered to be subject to the provision of provincial law designed for the care and protection of dependent and neglected children. The extent to which such legislation is applied and related services provided varies widely across the country. In the Provinces of Nova Scotia, Ontario, part of Manitoba and the Yukon Territory through formal agreements Indian children are provided the same protection as other children in similar circumstances. Although no agreement exists, in so far as child welfare services are concerned, British Columbia regulations make no distinction between Indian and non-Indian children. More limited coverage on a referral basis is provided in the other provinces.

The application of provincial welfare legislation and the use of welfare services for the benefit of the Indian population has followed a somewhat patchwork pattern through the negotiations of various ad hoc arrangements as resources become available. In keeping with the Parliamentary Committee's recommendation broader based negotiations are being pursued with a view to provide for Indians the full range of welfare programs established in the provinces. It is intended that the various ad hoc arrangements now in operation will eventually be phased into all-embracing agreements.

(c) Social welfare should be placed on the agenda of a Dominion-Provincial Conference with a view to transferring jurisdiction to the provinces.

Social welfare was included on the agenda and discussed at length at the Federal-Provincial Conference on Indian Affairs which convened in October 1964. Detailed proposals setting out the federal position as approved by Cabinet and including a cost-sharing formula for the inclusion of the Indians in provincial welfare and community development programs were distributed for study of the provinces prior to the Conference. The proposals were approved in principle by the provincial representatives present at the meeting. The formats of agreement currently under discussion with the provinces are based on the original proposals.

In addition to discussions at the Federal-Provincial Conference on Indian Affairs, the topic of "provincial participation in Indian welfare" has appeared on the agenda and been discussed briefly at meetings of provincial welfare Ministers and Deputy Ministers convened by the Department of National Health and Welfare.

M.S. Payne
for F.A. Clark.

Payne/gm

MEMORANDUM

CLASSIFICATION

TO
A D.S. 2

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

FROM
De D.S.

DATE Feb. 15/66

FOLD

SUBJECT
Sujet Joint Committee of Senate and House of Commons on Indian Affairs

Mr. Churchman has asked that your Section review paragraph 6 on page 12 of the attached and provide the following information:

(1) The action taken on the recommendations.

(2) Reference to the legislative change, if any, made in the Act.

(3) The Branch attitude to the recommendations if no action taken to date.

You will note that reference is being made to housing program under paragraphs (d) and (e) of Section VI. Since housing is no longer the responsibility of Welfare Services Section, we need only comment on (a) (b) and (c) under Health and Welfare.

In replying, please write directly to Mr. Churchman.

F.A. Clark.

CGSB—6GP22a PP&S Cat. No. 3591

MEMORANDUM

CLASSIFICATION

TO
A

Director of Administration

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier 1/1-2-16-1

DATE February 28, 1966.

FROM
De

Acting Administrator of Estates

FOLD

SUBJECT
Sujet

Recommendations of the Joint Committee of Senate and House of Commons on Indian Affairs. 1959

This memorandum is submitted in response to the memorandum dated February 14, 1966, from the Director of Development with respect to the above recommendations and more particularly item V11 (d).

> "V11 (d) Provincial Courts should have jurisdiction to deal with Indian estates."

This recommendation, as worded above, would imply that provincial courts cannot have jurisdiction over Indian estates. No doubt this assumption was taken to follow from the wording of Section 42 of the Indian Act which reads as follows:

> " (1) Unless otherwise provided in this Act, all jurisdiction and authority in relation to matters and causes testamentary, with respect to deceased Indians, is vested exclusively in the Minister and shall be exercised subject to and in accordance with regulations of the Governor in Council."

If the recommendation simply is that the provincial courts should be able to deal with Indian estates the short answer is that they can now. Notwithstanding the exclusive jurisdiction of the Minister under Section 42 two further sections of the Act are available to give the courts jurisdiction.

Under Section 44 of the Act the Minister may consent to the transfer of his jurisdiction to the Provincial Court. This action is taken where the heirs request it, where the estate is obviously substantial enough to warrant the costs involved or where disputes over legal questions arise requiring adjudication by the courts.

In addition to the above the provincial courts have jurisdiction over a number of Indian estates by virtue of the provisions of Section 4 (3) of the Indian Act as amended in 1956.

CGSB—6GP22a PP&S Cat. No. 3591

Under this Section unless the Minister otherwise directs he would not have jurisdiction over estates of deceased Indians who are not ordinarily resident on a Reserve prior to their death.

Notwithstanding the above comments which arise from the somewhat ambiguous wording of the recommendation I believe the recommendation has actually been interpreted to mean that the provincial courts should assume the jurisdiction now vested exclusively in the Minister. In this connotation the following comment was previously made:

> " In theory the recommendation is sound. In practice, however, it is one that should not be put forward at this time due to the problems involved in administering Indian reserve property, and the fact that few Indians have any intimate knowledge of administration or probate matters. It is considered desirable that the Act remain as it is and the present practice be followed of turning over administration to the Courts those cases where the circumstances seem to warrant such action."

As indicated by the above comment the obstacles to making such a change at this time are primarily of a practical nature. In a substantial portion of Indian estates the most valuable assets are the lands which the deceased held on the Reserve and consequently the administration of the estate is inextricably linked with Branch policy concerning Indian reserves. At the present time the Branch maintains registers of band membership and individual land holdings on reserves across Canada. Similarly the Branch is responsible for the administration of leases and sales of lands on a reserve. So long as the administration of these and various related matters are carried on by the Branch it is considered as a practical measure that the Minister should retain jurisdiction over estates to ensure that no action is taken with respect to reserve lands that is inconsistent with the Branch policy concerning Indian reserves.

Further comments on this matter are outlined on page 12 of the Indian Affairs Reference Manual and reads as follows:

> "<u>FUTURE PLANS</u>
>
> The Joint Committee on Indian Affairs has recommended that administration of Indian estates be dealt with through the provincial courts. Some of the more substantial estates are being dealt with in that manner now, the Minister either consenting or directing that this be done.
>
> It is considered that this practice should be accelerated, where possible, with a gradual change to an ultimate withdrawal from administration of Indian estates. To expedite this process it may be necessary to adopt a schedule of fees comparable with provincial administration, although reserving the authority to reduce or remit such fees in certain circumstances.

> The administration of Indian estates is inseparably linked with the individual land tenure system on Indian reserves. The long term goal is to include registration of individually held reserve land in the provincial registry or title office. This will entail consultation with provincial authorities to meet their respective title requirements.

There have been no changes in the Indian Act resulting from this recommendation of the Joint Committee.

J.F. Cullinan.

MEMORANDUM

CLASSIFICATION

TO
A

Head of Secretariate.

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

1/1-2-16-1

FROM
De

Administrator of Lands.

DATE

February 24, 1966.

FOLD

SUBJECT
Sujet

Recommendations of the Joint Committee of the Senate and House of Commons on Indian Affairs.

With reference to Mr. Churcham's enquiry concerning recommendations of the Joint Committee you have marked those respecting "Use, Management and Development of Reserve Resources" for comment by me.

The Committee made five recommendations. A proposal was made in respect of each in the Notes prepared for use by the Department of Justice in drafting amendments to the Indian Act. Amending of the Act has not been proceeded with but unless Branch policy has changed in the meantime, the Branch contemplates implementation of each recommendation to the extent set out in the Notes.

The recommendation that the Branch withdraw from the management of lands held by an individual Indian has been given effect in a limited way on Moravian Reserve where Indian locatees, with the approval of the Band Council, may lease their own lands, in their own name, for a term not exceeding three years for agricultural purposes only. The means used to give effect to the arrangement was an Order in Council pursuant to Section 60 of the Indian Act followed by a proclamation exempting locatees from the operation of Section 28(1) of the Act.

W. P. McIntyre.

CGSB—6GP22a PP&S Cat. No. 3591

MEMORANDUM

CLASSIFICATION

TO
A

Head of the Secretariate.

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

1/3-3 (AM.1)
c.c. 1/1-8-3

FROM
De

Registrar.

DATE

February 25, 1966

FOLD

SUBJECT
Sujet

Recommendations of the Joint Committee of the Senate and the House of Commons on Indian Affairs.
- Indian Status and Band Membership -

I have your memorandum of February 17 and attached memorandum from Mr. Churchman dated February 14 concerning the recommendations made by the Joint Committee of the Senate and the House of Commons on Indian Affairs in their final report dated July 8, 1961.

Hereunder is the Committee's summary of their recommendations with respect to Indian status and band membership:

(a) Indian and non-Indian children who are legally adopted should assume the status of their adoptive parents.

(b) The status and membership rights of illegitimate children should conform, there possible, to provincial laws.

(c) The term "enfranchisement" should be deleted from the Act.

(d) Indian women who marry non-Indians should not receive a per capita share of band funds for a period of five years, but retain the right to return to their reserve in the intervening period.

In connection with Mr. Churchman's request for information, the following is submitted:

(1) The action taken on the recommendations.

The Department made recommendations to Cabinet for changes in the Indian Act in 1961 which would make possible the implementation of the Joint Committee's recommendations with respect to Indian status and band membership.

(2) Reference to the legislative change, if any, made in the Act.

There has been no legislative change as yet.

. . . 2

CGSB—6GP22a PP&S Cat. No. 3591

(3) The Branch attitude to the recommendations if no action taken to date.

The Branch attitude was reflected in the Department's recommendations to Cabinet in 1961 and subsequent communications with the Justice Department in 1963 concerning further proposed revisions in the Indian Act. These proposals may be summed up as follows:

(a) Qualify for band membership non-Indian children adopted by Indians and delete from band membership Indian children adopted by non-Indians.

(b) Remove the provision for protesting the inclusion of illegitimate children of Indian women on the ground of non-Indian paternity. This would be in line with the general principal of law that an illegitimate child acquires its rights through its mother.

(c) Repeal the enfranchisement provisions and include provisions for voluntary withdrawal from band membership of Indians who are twenty-one years of age and who meet certain basic qualifications with respect to residence off a reserve and ability to support themselves and their dependents.

(d) Make provision for voluntary withdrawal from band membership of an Indian woman who has been married to a non-Indian for not less than two years and is living with her husband.

H. H. Chapman.

Head of the Secretariate.

1/3-3 (AM.1)
P. A. → c.c. 1/1-8-3
c.c. 1/1-2-16-1

Registrar.

February 25, 1966

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ORIGINAL SIGNED BY
H. H. CHAPMAN

H. H. Chapman.

P.A. 1/1-2-16-1.

Director of Development

Chief, Resources & Industrial Division

February 21, 1966.

Recommendations of the Joint Committee of
the Senate and House of Commons on Indian Affairs

In reply to your memorandum of February 14th and the recommendations as set forth in the summary of the final report of the joint committee and your three questions with respect to the recommendations proposed and put forward by the Branch. The items which were referred to this Division, have been discussed with the Administrator of Lands in the Directorate of Administration who advises that various proposals and amendments have been forwarded regarding each of the items under Section 2. The matter was further discussed with the Head of the Secretariate who has been processing the recommendations. It was also discussed with the Director of Administration, the outcome of these discussions was to the effect that the Director of Administration would in his reply to you incorporate the information respecting items (a), (b), (c), (d) and (e) of Part 2.

While the actual proposals and recommendations which have todate been suggested will be provided to you by Administration, I would like to comment on items (a) to (e).

Item (a) - I see no objection to an amendment to the Act to recognize lawful possession of land by Indians, but I question the meaning of "lawful possession". What actually is meant by this? Is this tantamount to a certificate of title? Also the word "held" leaves a question in my mind and I wonder if this should not read or imply that the individual Indian has made actual use of the land rather than just holding it without making any use of it. The question of allocation of land by Band Council on a conditional basis also leaves a question in my mind as I am not sure exactly what is meant by this.

Item (b) - I believe that this would be a marvellous step forward. However, I feel that the five years may be too restricted for certain forms of lease. In this respect I refer to the use of the land for cottage sites and other such items for which five years would be too short a period to expect any capital improvements.

....2

Item (c) - I fully agree that the Branch should withdraw on management of lands held by individual Indians and that the Indian should be able to lease the land himself. However, I do feel that such a lease should have the approval of the Band Council. I believe it should also stipulate to whom he can lease his land, for how long, and for what purposes.

Item (d) - I feel that the word "surrender" should be stricken entirely from the Act. My only comment is that "Indians are like Orangemen in this regard. The watchword of the Orangemen is no surrender."

Item (e) - There is little doubt in my mind that Section "E" of the Act badly needs amending. However, a great deal of care and caution will have to be exercised in any amendment to this Act. It must be amended in such a way that land can not be alienated from the Reserve as a result of seizure and sale to non-Indians. I also question whether Band Revenue Funds should be subject to attachment in respect to the judgement for damages or unfulfilled contracts. This is too wide a scope, it is not impossible to incorporate certain forms of attachment providing it is stipulated exactly what will be covered.

As you are aware, discussions have been taking place with respect to credit sources for Indians. Such as the possibility of setting up a loan board. While no specific recommendations have yet been made respecting credit sources, there is no doubt that before any of these could be inaugurated, Section 88 of the Act will require amending to enable Indians to pledge at least some of their personal property which is located on the Reserve. Such an amendment would even now be of benefit to Indians as it would permit them to go to ordinary organizations such as the Bank and obtain from there a personal loan.

I realize that my comments do not in effect answer any of the three questions. Any action taken on the recommendations was taken by the Administrator of Lands and to the best of my knowledge, no legislative changes have taken place.

RGY

R. G. Young

CAL/cdm

Director of Administration
Director of Education
Chief, Resources & Industrial Division
A/Chief, Social Programs Division

Director of Development

Feb.14th, 1966.

Joint Committee of Senate and House of Commons
on Indian Affairs

I have been studying the recommendations as set forth in the summary of the final report of the above Committee.

It would assist me considerably in my knowledge of the Branch operations if you could supply me with the following information on those sections of the recommendations which come under your supervision:-

(1) The action taken on the recommendations.

(2) Reference to the legislative change, if any, made in the Act.

(3) The Branch attitude to the recommendations if no action taken to date.

I would be very grateful if you could let me have this information by February 28th as it will be of considerable assistance in my preparation for the up-coming Development Conference in March.

Thank you.

J.W. Churchman.

P.S. - For your convenience, I enclose a copy of the sections of the recommendations which I believe apply to your Directorate.

(b) There is a growing awareness and recognition of the problems and needs of Indians amongst the non-Indian population.

(c) Indians may soon be willing to assume the responsibility and accept the benefits of full participation as Canadian citizens.

(d) More responsibility and authority should be directed to band councils and individual Indians with a consequent limitation of governmental control.

(e) The advancement of the Indians towards full acceptance of the responsibilities and obligations of citizenship should be without prejudice to their traditional cultural, historical and economic benefits.

I. Indian Status and Band Membership

A.

(a) Indian and non-Indian children who are legally adopted should assume the status of their adoptive parents.

(b) The status and membership rights of illegitimate children should conform, where possible, to provincial laws.

(c) The term "enfranchisement" should be deleted from the Act.

(d) Indian women who marry non-Indians should not receive a per capita share of band funds for a period of five years, but retain the right to return to their reserve in the intervening period.

II. Use, Management and Development of Reserve Resources

what is meant here - ought this not to imply that "use" has been made of the land? What is meant? Do this tantamount to a C. of T.

DR

(a) The Indian Act should be amended to formally recognize lawful possession of land held by an Indian for twenty years and also to permit band councils to allocate land on a conditional basis. ?

(b) Designated band councils should be authorized to issue leases of reserve land for a period not exceeding five years without a surrender and/or approval of the Minister. Too restrictive for certain forms of lease

agreed

(c) The Indian Affairs Branch should withdraw from the management of lands held by an individual Indian who should be enabled to lease his land himself for designated purposes.

agreed - provided that approval is given by the band

to whom for how long & for what purposes.

(d) The Indian Act should be amended to clearly indicate the word "surrender" is confined to sale of land.

Indians are like Orangemen in this regard — the watchword of the Orangemen is "No Surrender"

(e) As the present provisions of Section 88 of the Act bar many Indians from ordinary sources of credit, the section should be amended to permit individual Indians to waive the protection afforded as regards their personal property; and band revenue ~~funds should be subject to attachment~~ in respect of judgments for damages and unfulfilled contracts. Wow!

III. Election and Authority of Band Councils

A

(a) The Act should provide for a term of office for band councils of not more than three years with one-third of the members elected each year.

(b) All band members, who are otherwise qualified, should be allowed to vote at band elections and on any other matter affecting the band if present on the reserve when the election is held.

(c) The chief should be elected by the band members rather than from the elected council.

...11

(d) An oath of office for band council members should be required.

(e) The Indian Act should set out specific duties and authorities of the Chief.

(f) The Act should provide for filling a vacancy in a band council as soon as possible after the vacancy occurs.

(g) There should be an extensive educational program to acquaint band councils with the Indian Act and regulations and with Council authority.

(h) It should be the definite policy of government to move toward more self-governing bands and to this end more bands should be given control of their revenue funds.

(i) There should be a decrease in ministerial and governmental authority with a concomitant increase in band council authority.

(j) By-law authority under the Act should be combined and additional powers granted.

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(d) An appropriate penalty should be provided in the Indian Act for misuse of band funds by band councils.

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(a) Education is the key to the full realization by Indians of self-determination and self-government.

(b) Education of Indian children in schools under the jurisdiction of the provinces should be continued and expanded.

(c) Kindergarten facilities for Indian children should be provided.

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DS

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(d) Community planning and development studies should be continued.

IX. Indian Claims Commission

An Indian Claims Commission should be established to hear the British Columbia and Oka Indian land questions and other matters, and that the cost of counsel to Indians for the two land questions specified above, be borne by the Federal Treasury.

A copy of the Committee's Minutes of Proceedings and Evidence is appended.

Respectfully submitted,

JAMES GLADSTONE,
LUCIEN GRENIER,
Joint Chairmen.

IEA

BRIEF

Prepared by

THE INDIAN-ESKIMO ASSOCIATION OF CANADA

for the

PARLIAMENTARY COMMITTEE ON INDIAN AFFAIRS

Ottawa

March, 1960

IEA
21 PARK RD. TORONTO 5

Comments:

The trend during the past fiscal years, has for the most part, been in accordance with this recommendation and the changing concept of the role of the Superintendent is emphasized in Chapter 2 of the new addition of the Field Manual soon to be released.

Comments:

This recommendation is in line with our own thinking and in fact our efforts have been directed towards this for sometime.

At the present time 64 of the field staff employees of the Branch are of Indian status, 3 of whom recently qualified in promotional competitions for appointment to the Superintendent level and one of the 3 was recently promoted to the position Superintendent, Touchwood Agency.

Representations are presently being made to Treasury Board for authority to employ business school trainees of Indian status in supernumerary positions to further their training in preparation for careers with the Branch or in industry and commerce.

Comments:

The recommendation implies recognition to our efforts towards decentralization and establishment changes at the regional level effected during the past few years and proposed for future years clearly indicates a continuing trend towards decentralization and strengthening of the regional office.

THE INDIAN-ESKIMO ASSOCIATION OF CANADA

Brief to the Parliamentary Committee on Indian Affairs

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THE INDIAN-ESKIMO ASSOCIATION OF CANADA

Brief to the Parliamentary Committee on Indian Affairs

I INTRODUCTION

1. The Indian-Eskimo Association of Canada, which has the honour to present this Brief, would like - in introducing itself - to say how glad it is that the Parliamentary Committee on Indian Affairs has been set up. The Committee is timely: we have high hopes of it.

2. We are hopeful too of the part we ourselves can play in Indian affairs. We seek to be the non-governmental expression of the same concern which governmentally has produced this Parliamentary Committee. Until recently we worked as the National Commission on the Indian Canadian (NCIC) - a standing committee of the Canadian Association for Adult Education. Our emergence into independent, incorporated status, under our present title is also, we think, timely.

3. This Brief pays attention to the terms of reference set for the Parliamentary Committee. Less attention may appear to be paid to the Indian Act than to the administration of Indian affairs and the socio-economic situation of the Indian peoples. In fact, if our words are weighed rather than counted, it will be seen that there is no such disproportion.

4. In our preparations for this Brief we have consulted very many bodies. Representatives of the main Churches have been intimately involved. The points of view of important "secular" organizations have been studied. Indian Band Councils have freely given of their experience and advice. From the Indians there have been written statements covering hundreds of pages; there has been much face-to-face discussion with some of them. Many days (in all) have been spent by us in thinking about the opinions put to us and about the facts on which they were based. When we have found the attitude of Indians to be as important a fact of the situation as the underlying experience, we have thought right to record this as something that policy must cope with. The Brief is, of course, more than a mixture of other people's ingredients. But, because so very many people have had a hand in making it what it is, we think it may prove a unique addition to the papers with which the Committee has to deal. Certainly, when the previous Committee sat (1946-1948), no national voluntary agency for Indian affairs was in being; therefore nothing comparable to this Brief was available.

II THE PRESENT AND THE RECENT PAST

5. The current situation of the Indians - what are our impressions of it, and what trends have become discernible? We shall begin by conveying some impressions derived from reading the Review prepared by the Indian Affairs Branch. We shall finish with impressions derived from consultations with the Indians themselves.

6. The Branch's "Review of Activities" (1948-1958) records some developments very worthy of notice, especially when regard is paid to the fact that the Branch has had to cope with many more Indians. A 3% cumulative rate of increase in the Indian population would in the best of circumstances have imposed a heavy administrative strain, but in circumstances where the Branch was handling a population that in considerable degree belongs to a subsidy-economy the additional strain must have been acute. It is good that the Branch was able to take the strain: it is better still that the Branch did not allow itself to get bogged

down by the overall need to keep the Indians alive: best of all is that the Branch was able to give enlarged attention to the schooling and higher training of young Indians, actually making headway with education. But there were other important areas of development. In a decade when education was taken as a high priority, these other developments might have been squeezed out. We are pleased that they were not, for not only are they proving of high utility but they show imagination. We are referring to the Placement Programme, the Programme for Rehabilitation and, not least, the set of agreements which the Branch has made, first, with several provincial governments covering Wildlife and Fisheries, Fur Conservation, Wild Crops Harvesting; and, secondly, with the government and with Children's Aid Societies of Ontario for extension of Child Welfare Services to the reserves. All these arrangements conform to the new model of federal co-operation with other bodies, and in the case of the Placement Programme we understand that voluntary bodies, churches and private agencies are brought in, to supplement co-operation with the National Employment Service. Clearly, the Indian Affairs Branch, which so often has a thankless job because of the past it inherits, and the present service it must give, deserves more than just a word of praise for initiatives taken, forcefully and creatively.

7. The past which invades the present may prove the greatest stumblingblock for the Indians, as for the Indian Affairs Branch. Long establishment of this or that, familiarity with it, the routines and expectations that belong to it, beget an acceptance of it and a clinging to it in face of "threatened" innovation, "unsettling" change. This fear of change is still strongly marked among many Indians. Yet more and more they want the benefits that only change can bring. That they need these benefits we firmly believe; to recognize their need of them is itself a first step towards their coming to terms with their fear of change.

8. Among these recognized needs are more income, better houses, greater diffusion of education and improved health.

9. There are other and related needs, not so widely recognized yet, but which some Indians will acknowledge openly - independence of spirit, sense of effective responsibility, energetic commitment to what is taken in hand, confidence in their future, the overcoming of resentment against the white man.

10. The Indian is not to be blamed for not seeing all his needs. The white man created the reserve system of life. And the circumstances of life on most Indian reserves do not call for independent spirit, do not provide the occasions for effective responsibility; they render superfluous an energetic commitment and make confidence in the future an irrational optimism. Therefore the white man is resented, though his free gifts are sought.

11. What the situation calls for is wiser giving by the white man, and greater opportunity for effort by the Indian. The white man must offer more - but <u>different</u> - things or the <u>same</u> on different terms. The Indian, for his part, must be put on his mettle; he must be given the chance to contribute his best over a period of time, being helped to see that any ultimate failure will be his.

12. Today there is too much action and reaction between the Government's paternalism and the Indian's sense of dependency. This is the impression we get from the Indians themselves, though this is not usually how they put the matter.

13. There are exceptions to our statement. The re-housing scheme for Indians is one; for the able-bodied Indian goes shares with the Branch in making provision for his new home - money and labour are required of him. The Revolving Loan Fund is another exception; for a loan is something borrowed, in order to be

repaid with an increment from the borrower. But these exceptions are too few, the impact still too limited, to affect the broad truth of our general statement. It describes a situation for which "no rose-water surgery will be enough."

14. If there is to be no break in the vicious circle, the upshot will be a rapidly increasing population of paupers, overcrowding their homes on overcrowded reserves. Overcrowding of some reserves has already begun; and for economic reasons some adjustment of Indian land-bases may be required. Worse still will be the demoralization. "Charity" in the form of Relief, especially if extended to relieve Trust Fund contributions, will neither improve Indian morale nor weaken the bitterness of the Indian, feeding as it does on the old oppressions, loss of lands, and discriminatory laws. "Charity" does not foster enterprise and freedom - this is the worst charge against it. And without Indian freedom and enterprise, the future will much resemble the present - Indians poor in spirit and in the educated mind, poor in pocket, in housing and in health, poor in whatever is a basic condition for satisfactory engagement in civilized life.

15. We can sum up our overall impressions by saying that changes are occurring among our Indians, that some come from Branch innovations and others from the impact of modern Canadian social standards on Indian expectations, but that the changes are meeting blockages which hamper proper responses to them and further developments of them. The blockages may be institutional or in men's minds; in any case, the consequence is a growing danger of imbalance between the progress of Indian communities and of Canadian society in general.

16. This situation causes us disquiet. Until it can be remedied, it will be unrealistic to expect that the Indians can become fully participating members of the Canadian community. That they shall participate in this way, and as Indians, is our chief concern. We have tried to picture to ourselves what this will mean in concrete terms. We have also tried to picture to ourselves the process by which the goal can be reached.

17. We see three main aspects of this process--the economic, the political, and the "cultural". The stiffness of words may freeze the impression we shall try to give in Section IV of the process referred to; but the image of it is needful and has been with us.

III APPROACH TO THE FUTURE

18. The advancement of Indians is a matter of the future forms of relationship between themselves and the non-Indians of Canada. Some of these relations will continue to be between individuals; others (the more important) will be between groups and organizations.

19. A major question at the outset is: Has anyone the right to make recommendations concerning the forms of these future relations? Is it our business to judge as to whether, and what sort of, relations should be developed between Indians and non-Indians?

20. This is not a simple question. On the one hand, we see that many Indians, as individuals or as groups, do not want more, or closer, connections with non-Indians than they at present have: they prefer to be left alone. On the other hand, many Indians want to see present connections grow and widen (if only because, as it was put, this "will teach us the white man's cunning").

21. Two consequences of this split in the outlook of Indians can be foreseen: in fact, they are already appearing. First, the division among Indians challenges the collective life of Indian bands. If at all possible, Indians prefer to keep a collective judgment, to keep in step with each other. Have we to try to prevent a more general breakdown of collective action and thought? Second, the division among Indians will go further than creating "factions" within the band: it will set brother against brother. One will break with the reserve and go to live in the city; another will stay behind, to be "with his own people". With whom do we stand - with the brother who goes or with the brother who stays?

22. Our answer is that divided judgments and divers decisions are now as inevitable among Indians as among other folk who are changing, whether they want to or not. This division and diversity should neither confuse nor prevent our counsel; our support is for all Indians.

23. Even the Indian who wants to be left alone does not want to be left alone to die of starvation, of sickness, of lack of shelter, of lack of warm clothes. His desire to be left alone is qualified: he does want connections with the wider community through financial assistance, family allowances, old age pensions, loans, hospital care, assistance to get a new house. We have to free ourselves of sentimentality and point out to this particular Indian that, if he wishes to be secured against want and disease, the disasters of life cannot be made the sole or normal occasions for his relations with the whites.

24. As for the Indian who prefers to go the whole way with the whites, adopting their ways and living among them, that is his decision and it must be respected. Equally worthy of respect is the decision of those Indians (by far the greater number, at present and foreseeably) who prefer to keep as much as they can to Indian ways and to their Indian reserves and communities.

25. If in this Brief we seem to take greater interest in Indian communities, it is partly because they contain, and seem likely to contain, the bulk of our Indians, but it is principally because, from the Federal Government's point of view, "stay-at-home Indians" have made the less convenient choice. Their case, therefore, requires the stronger advocacy. Their legitimate expectations and needs require to be persuasively put lest the administrative difficulties of helping Indians fulfil them serve as a pretext for ignoring them. Of course, to all Indians who prefer to stay at home the same remark applies as we have already made - those who make a choice must accept its necessary implications. An Indian is perfectly entitled to keep his Indian culture (and, in our view, should be supported in this) provided that he does not ask the white man to pay the whole cost of the decision or even costs that are not necessary. That is to say, there are practical limits to the amount of Indian cultural distinctiveness that can be retained - unless the Indian is prepared to cut his ties for worse as well as for what may seem to him to be better.

26. Our purpose in introducing this discussion at this point is not just that we shall want to re-raise it in connection with the Indian's political and economic advancement, nor even that it serves as direct introduction to what we have to say about his "cultural" advancement but that it enables us to explain our concern about Indian communities as such, the terms of that concern, and our conception of the whole process which must advance these communities.

IV THE OBJECTIVES AND PROCESS OF INDIAN ADVANCEMENT

(i) OBJECTIVES

27. When we speak (as we do) of Indian advancement to a certain goal, we do not pretend to describe what the particular objectives in life of an Indian shall be. These are for each Indian to choose for himself, as other Canadians choose for themselves. When we speak (as we have done) of our concern that Indians shall become full participants of the Canadian community, we mean only to say that they must become the full equals of other Canadians and that they cannot be this unless they can contribute to the life of the country - economically, politically and "culturally"- in the measure their non-Indian fellows can (though not necessarily in the same modes).

28. For an Indian, as for any other person in our country, the normal conditions of effective personal contribution and "free choice" would be

    1. that he can support himself and his family at a standard equal to that of most other Canadians,

    2. that he can co-operate equally with other Canadians in the social and political control of his community, local, regional and national,

    3. that he can associate and express himself freely as a member of his "cultural" group in such ways as enable him to contribute the best of his inheritance.

    It will again be noted that the first condition is economic, the second political, and the third "cultural", and that these three features of organized social life correspond with the features of the process previously mentioned.

(ii) THE PROCESS (SOME PRELIMINARY NOTES)

29. But before we can describe this process either as a whole or in its main aspects, we have to anticipate certain questions, avoid some misconceptions and expose some assumptions.

    (i) Because the three aspects of development described above do represent a process, there is close interweaving of these aspects, so that, for example, a development project occurring within the process may share all three aspects.

    (ii) The order given to the three aspects should not be taken to imply that one follows upon another strictly: we wish simply to suggest, through the order given, that if one aspect is to be thought of as primary and basic it is the economic and that if we are looking to a redevelopment of Indian "culture" it is more likely to occur after, not before, economic and political advances have been made. It may be useful to add the note that substantial fulfilment of the whole process will help produce an harmonious social situation in which the Indian will feel self-confident enough for easy co-operation with other Canadians.

    (iii) Having stated that the main attention of this Brief would be directed to reserve-Indians, we wish to make clear that this implies no indifference to other Indians nor the view that these other Indians face no problems. It does imply, however, that those who break with the reserves, settle in towns and cities, become gainfully employed there and municipal taxpayers,

cease to be persons for whom the Indian Affairs Branch is responsible and about whom therefore we need to speak. Of course, some Indians may fail to establish themselves and consequently may drift back to the reserves: in that event, they come within the central concern of this Brief, as persons who (after an unsuccessful trial elsewhere) are preferring to face their future in Indian communities. Those persons of Indian background who, unfortunately, do escape attention in this Brief, but with whom we, as an Association, are deeply concerned, are those luckless folk who were never registered Indians, never lived on reserves, never succeeded in our cities, and who, because through poverty they are not tax-paying citizens of a Province, drag out utterly wretched lives on the outskirts of townships, deprived apparently of many services, sometimes even schooling for their children.

(iv) We do not start off with the automatic assumption that all the three conditions itemized in Para. 28 can be realized in all presently existing Indian communities irrespective of their locations, populations, and natural resources. On the contrary, it is obvious that some reserves are too small or too barren or too remote from foreseeable lines of new communication to be capable of the requisite development. It is also obvious that we must not expect all Indian communities to advance at the same pace, or at least to reach the goal at the same time. For today they are at different levels of social advancement.

(v)

(a) A still more serious misconception may be that, when we speak of developing Indian communities, we are essentially thinking of their economic development. Such a misconception, unless anticipated, would seem very naturally to follow from our earlier statements that the economic is the basic aspect of development and that the several aspects of the process cannot be efficiently combined where the economic potential of communities is deficient.

Before proceeding to make clear what precisely we have in mind when we talk of developing these communities, some relevant observations must be offered.

(b) First, we are not against Indians moving from reserves to towns and cities. We are convinced that this movement must continue, that in the long run its impetus must increase and that ultimately there will be no adequate economic alternatives for most Indians other than those offered by the industrial, commercial and professional employments of modern society. These beliefs appear to be reasonable even in the absence of proper surveys of reserve-resources. Yet these same beliefs, if used as the sole basis of current policies for our Indians, could amount at best to a kind of naïveté and, at worst, to insensitiveness. There is no present evidence that voluntary emigration from the reserves even matches the natural increase of population there: in other words, however many thousands of Indians take to the city, the number of those who decline the life of the city continues to increase. Again, in the current state of federal-provincial agreements, it is extremely unlikely that even population-pressures upon the means of subsistence will force an exodus from the reserves capable of easing these pressures substantially: there is still more "security" on the reserves, no matter how low the level, than Indians would find in most places away from them. Finally, the entirely correct thesis that Indians must be free to move where they will must not be vitiated by the illusion that, unequipped, they will cope with urban civilization, with the intense competition for jobs, with the activities of the unscrupulous, and with the

problem of how to establish themselves in an expensive environment without adequate working capital. There are serious hazards to the Indians in unsponsored immigration to our cities. Demoralization of an acute kind may set in. Their latter state may be worse than their first. Therefore, a temporary breathing-space in which towns and cities could organize themselves to handle, better than at present, the special needs and difficulties of urban Indians could well be in the interests of Indians and public authorities alike.

There is a further point: the chances are slim that, in the next generation, more than a very few Indians settling in our cities will achieve or even want to achieve the same measure of participation in them as "human communities" that would have been possible in their original social groups. During the next twenty-five years at least, only a few urban Indians, relatively speaking, will escape second-class or third-class employments, and this will further decrease their chances of acceptance into urban leadership roles even if they should aspire after them. It seems safe, therefore, to conclude that in the foreseeable period ahead urban Indian morale will not be high.

These, then, are human considerations that have to be weighed against the undoubted advantages to the Indian Affairs Branch budget that flow from Indians escaping the Branch jurisdiction.

(c) Second, the human considerations referred-to are the essential ones when considering the development of Indian communities. "If you are planning for a year, plant rice; if you are planning for ten years, plant fruit trees; if you are planning for longer, plant men".

(iii) THE PROCESS (GENERAL DESCRIPTION)

30.
(a) .....If the metaphor can be continued - we are by no means indifferent to the need for rice and fruit trees, but above all we are concerned that human beings be developed. And our opinion is that at the present time most Indians will find the best opportunities for this development while continuing to live on the reserves. "Community Development" is a concept which, of course, can have application to any and every community - to Toronto and to Temiskaming. But our view is that the Indians are more likely to feel their village to be their community than some large and face-less city. And our conviction is that only by the present generation of Indians coming to grips with the problems of communities that they can regard as their own will the social-psychological consequences occur that will enable their children to move - with some prospects of success because with some measure of equipment - into other, larger and more "modern" communities. This is the supreme advantage of "community development" on the reserves - that it is educational, that by promoting change in activities and in the degree of local responsibility for them it can produce a change in general outlook, in self-reliance and initiative. In such an environment and within such a development-process, there will be no need to categorize people either as "academic" or "stupid": each will have a part to play that he can play - with resultant access of morale. Nor will there be need to regret that not everyone is "machine fodder for prosperity" - machines will be too few. In short, "community development" on reserves is something that all Indians can cope with; it will have novelties enough to stir imagination, challenges enough to excite endeavour, but nothing so complex or strange that it need bewilder or demoralize. Its criterion of success will not be the material advances. For it will be a short-term investment in Canada's native peoples from which dividends will accrue, not

wholly or mainly in economic terms, but through the general development of the individual participants.

(b) As the Committee will be aware, "community development" is a whole new view of how people can become more fully developed. Introduced into the stream of world thinking less than a generation ago, and powerfully influenced by the movement of ideas emanating from St. Francis Xavier University in the 1930's, "community development" is now part of the accepted philosophy and policies of all those governments, including the United Nations, that have to deal with populations that, for one reason or another, are not releasing their full energies or achieving full potentialities. The Canadian Government itself is supporting this same method in the programs it finances in other countries: it would be entirely appropriate that it should support it "at home".

(c) "Community Development" - though we make no shibboleth of the phrase - stands or falls by its success in advancing every aspect of a community's life - the spiritual and moral, as much as the economic, the social, and, of course, political. Being a process of advancement of the individual members, they advance not because government or other "outsiders" tell them to, but because they want to - or enough of them want to. This does not mean that "community development" cannot begin unless the group has spontaneously proposed that it should. The Federal Government of Canada is responsible for the Indians not only in order to protect them from harm but in order to help them to positive achievements. The task of any Government is to lead - and in relation to the Indians and a rich fulfilment of their lives, our Government may lead, not by actual direction, but by persuasion, advice, encouragement and guidance. Discharging this role, it will help the Indians "from outside". But whatever the "outside" help to be involved, decisions that relate to community advancement, to the methods, and to the particular objectives from time to time selected, are firmly grounded in their own efforts. Some of the help they will need will be financial and the helpers will be administrators, technicians, instructors. But even this assistance will fail of full effect unless it comes essentially as moral help - from persons who "identify" with the communities without being sentimental about them; persons whose concern for material improvements is not materialistic and who can therefore face up to any material failures; persons to whom the communities will be ready to say, "Since you raised the question, these we find to be our needs; these our human resources; these our ways and conditions; we think we can get ahead if we can organize to use (along with our own) your knowledge, facilities and techniques; how do we set about it?" That gives the start to the process. It gives the character too. Inevitably the advancement thus begun interweaves economics and technology with politics and administration and with all that belongs to the intellectual, moral and spiritual side of social life.

(d) It has sometimes been suggested that the "Community Development" concept contradicts the basic requirement of a sovereign body-politic that the latter alone can take fundamental decisions. Or, otherwise and more narrowly expressed, that, if it be a necessary condition of "Community Development" that an assisted community must be master of its affairs, this is incompatible with central control and with the State's accountability for the whole of State expenditure. Our own view is that, in relation to this problem, we must not rate too low the adaptability of democratic State procedures. Many States of this world have had to face the same question of how to make grants and authorize other expenditures with due regard to public financial control. Our Federal Government faces the same question, probably in complicated form, when it pays vast sums to be expended outside Canada. The United Kingdom Government faces it in a most complicated form when it allocates funds, under the Colonial Development and Welfare

Acts, that are merged-in with other funds from private sources and other governments (those of the dependent territories). Yet no-one has so far complained that the principle of due authorization and controlled expenditure of funds has been violated in these various procedures. It would therefore seem that if there is a will, a way will be found to reconcile the need of Indian communities to shape their own destinies with the other needs, on the one hand for Government money and on the other for accountability in the use of that money.**

(iv) SUMMARY OF PRELIMINARY DISCUSSION OF THE GENERAL PROCESS

31.
(a) We have been discussing, in terms of frameworks, methods and procedures, the general process of Indian advancement which we have justified in terms of its educational value. It is time to conclude by returning to the question of the place of economics in community development. If we are realistic we shall recognize that there is more chance that the Government will invest in Indian community development if the costs of the educational investment can be reduced by some economic successes; equally, that there is more chance that all Indians will work hard to develop their resources if they can see that economically also some Indians have gained by the attempt. We therefore think that the first projects in community development should be carefully selected from among those reserves that surveys have shown to have adequate economic potential. We do not expect that such surveys, when carried out, would uncover a general wealth-potential such as has already become actual at Sarnia, at Enox, at Hobbema, among the Albertan Bloods and Blackfeet, or the Squamish at Vancouver. These are the lucky Indians, who numbering only 4% of their people, own 48% of the Indian Trust Funds and who could afford heavy investments of their own if they had a mind to it. But we do expect that surveys would permit pilot projects to be developed that would raise some of the remaining 96% of Indian population above the subsistence line within a few years. To say this implies that, in pressing for community development, we are not asking that more than a few communities be developed in the first instance. To begin by doing a few things well is better than a lot of things badly. The psychological effects on Indian enterprise of a few successes well publicized at all stages could be very important for those later ventures into less promising areas that, within the next generation, must not be neglected. We simply add the suggestion that, if in the first instance the selected communities were to be in one region or sub-region, combining forest, fish, game and agricultural resources and permitting division of labour, unpaid labour projects (including inter-ethnic work-camps that have been organized successfully elsewhere) as well as trade and barter exchanges, development of these might serve as pioneer enterprises for other suitable "constellations" of communities elsewhere.

(b) When regard is paid to economic betterments that recently have been occurring in some areas of the world where nature is not less hostile than in parts of Canada,

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** Now that several of our Provinces are in process of developing Unions of Indian Chiefs that can ultimately act for the bodies of Provincial populations, it may be useful to consider some such device as that offered by the British Crown Agents whose salaries are self-supporting, whose funds are "derived from moderate fees charged on certain classes of business", who are appointed by the Secretary of State for the Colonies, work under his general supervision but act on instructions from the dependent administrations to whom they are immediately responsible.

we think that it would be a counsel of despair at this stage to conclude that, even in economic terms, nothing can be done outside the favoured Indian areas. At the moment, it is not improbable that the total income of our Indians (excluding transfer payments) is no greater than the expenses (including education and welfare) of present Indian administration. It will be hard to accept this as permanently necessary.

INDIAN ADVANCEMENT

(A) THE "CULTURAL" ASPECT OF THE PROCESS **

32. In this section we shall deal with a mixed bag of matters. First we shall say something about the "way of life" that still marks many Indian communities: this will be the moral aspect. We shall also say something about the artistic and intellectual aspects. And we shall conclude with the behavioural aspect; that is, with whatever relates to the technical, (including both manual and profess fessional skills that respectively bear upon the economic and political aspects of Indian advancement).

"WAY OF LIFE" - MORAL

33.
(a) Indian communities, it is clear, have distinctive ways of life. It is by no means clear that to most non-Indians these ways are worthy of respect. The reason for this hesitation is that most Canadians do not know of them. If we seek the reason for the ignorance, we find a major factor to be the failure of educational authorities to inform non-Indians about Indian culture.*** Not only so: educational authorities have neglected to provide our Indian people with the opportunities they need for objective study of their ways. This is doubly a pity. Especially the less depressed groups of Indians are proud of their cultural inheritance: it is one that is truly native to Canadian soil, and one the Indians would be happy to share. Again, not all the moral values of a way of life are summed up (as yet) in the white man's way. To share another's way of life may be to enrich (without destroying) one's own. Cross-fertilization is what we should be after, and the building of respect and affection for those different from ourselves.

** In this Brief and especially in this Section, we use the word "cultural" in a rather loose sense, wider than the traditional sense but narrower than the anthropological. How we narrow it will be obvious from the text: we widen it to include the moral aspects of social life and the technical skills, manual and professional. It is therefore clear that, in our use of the term, "cultural" cannot even be translated as "educational": though we are dealing with educational matters we are dealing with something more than schooling and something less than education - which for the Indians, as this Brief shows, is the whole process of their advancement, economic and political aspects included.

*** Museums, the Canadian Broadcasting Corporation and National Film Board have done more, in this regard, than educational authorities. But even they have not done enough.

(b) We have spoken of the largely negative attitude taken up by school authorities towards Indian culture. To be specific on a few of the related points, we lack evidence that much is being attempted which takes account of Indian history, folklore, song and other such expressions. As a strand within the fabric of European-style curricula, there would be nothing amiss with these for all Canadian school children. It would accord with the prevailing principle of "integrated schooling", an "integrated society", and so forth. Provincial Departments of Education are, of course, the responsible bodies in all matters relating to schooling. We suggest nevertheless that the federal government also has a function to perform in upholding the cause at all times, both by example and persuasion, in supplying information to the appropriate groups such as the publishers of school texts, and in consulting with bodies such as the Canadian Education Association, the Canadian Broadcasting Corporation and the National Film Board. We therefore recommend

> THAT IN THE INTERESTS OF PRESERVING AND EXTENDING THE BEST OF INDIAN CULTURE, AND OF CREATING A PROPER RESPECT AMONG NON-INDIANS FOR INDIAN INHERITANCE AND ACHIEVEMENT, THE GOVERNMENT SHOULD DO EVERYTHING IN ITS POWER TO ENCOURAGE IN ALL CANADIAN SCHOOLS AN ADEQUATE ATTENTION TO THE WAY OF LIFE, HISTORY AND OTHER CULTURAL EXPRESSIONS OF THE INDIAN PEOPLE.

ARTISTIC AND INTELLECTUAL

34.
(a) There is little doubt that, at present and in proportion to their numbers and what we believe to be their potential, the Indian contribution to the artistic life of Canada is deficient. This does not surprise us: ancient Greece and Rome, Renaissance Italy, the Europe of "The Enlightenment", and so forth, did not secure their many achievements - in the fields of painting, sculpture, music, literature and so forth - from men and women who, though some of them might be at subsistence level, found their sense of security in their social and cultural existence to be threatened at the roots. In Canada at present, something is being done (and we welcome this) to give further training to artistically gifted Indians. But there will be something forced and artificial in this development so long as these artists are "isolated specimens". They need the support of a "public"; in particular the support of their people. Only as Indians in general advance the conditions of their lives, gaining confidence and achieving respect among others, will they be able to produce a "public" that will nourish the artist. More important; not until there is such a public will there be forthcoming from it the proper proportion of Indians to whom art forms will again be natural means to express "themselves". These will then arise as the mature and free expressions of a people, as genuine modes of Indian self-awareness and an important stream of enrichment of Canadian artistic life.

(b) The artistic achievements of Indians in the past have not been negligible: the archaeology of their societies is a rich store-house that still needs further exploration: the evolution of their societies across the country and their contributions to the development of modern Canadian history require more thorough examination. More and comprehensive research is therefore called for into these various expressions of the Indian past. The activities of such an agency as "The Glenbow Foundation", which is carrying out comparable work on the Prairie Indians, is quite admirable. But no absolute reliance, in a matter of this sort, can be placed on private munificence. Rather should Government secure a further development, covering the whole of Canada, of the work it has begun through the

Human History Branch of the National Museum. We therefore recommend

THAT THE GOVERNMENT SHALL STRENGTHEN THE RESOURCES OF THE NATIONAL MUSEUM OF CANADA BY MAKING PROVISION FOR A MORE EXTENDED PROGRAM OF RESEARCH INTO INDIAN CULTURE.

35.
(a) As with other aspects dealt with, the intellectual aspects of Indian cultural advance are ones where the role of Government as facilitator is more needed than its direct action. For this reason, we would refer first to the position of the churches; next to the position of voluntary organizations; and last to the remaining place of direct Government service.

(b) The principal Churches of Canada have had as long, or nearly as long, an experience with Indians as Government itself. They do not construe their function as just providing the training and opportunities for religious worship, important though they believe this to be. They suggest they have a general role, which (to use a recurring thought of this Brief) may be described as "assisting the development of community". They would therefore wish to be regarded in some respects as community workers and as "teachers or educators" for the whole people. We propose that the Branch might ask itself whether the services of the Churches - outside the cure of souls, the schooling of young persons, and the management of hostels for them - might usefully be called-on.

(c) Many Indians leave the reserves for shortish periods of employment elsewhere - often in the bush. Frontier College (a non-governmental body) estimates that around 10% of the labour force in the northern Camps it serves (at least in Camps not too remote from Indian settlements) is Indian. In Frontier College "classrooms" Indians are freely participating in rather more than their proper proportion. It is true that, for these Indians, the co-presence of whites is a source of some embarrassment (which, however, the College has found ways to overcome): the more important thing is that the College, in amazingly difficult circumstances, is managing to attract Indians into adult education and, through "liberal" studies in which they might be supposed to be uninterested, to widen Indian horizons, to stimulate Indian thinking about affairs, to diminish their fear of change, and to foster inner resources.

(d) In submissions from several Indian band members, we have discovered a desire for adult education, of a kind that, rightly, does not feature in the Branch's adult education program. It is for adult education about Indian affairs (which of course are now a part of Indian history). Those suggesting this service (still a tiny minority, whose call for more knowledge may be a big portent) want the means for guided study of the Indian Act, with copies available to the members. There have been suggestions that the Act ought to be available in Cree; other suggestions that the Act, being written in formidable language, ought to be reproduced in a plain English - whatever the lawyers' heartaches. It is evident that some Indians, when asked for their opinions about the Indian Act, would like to know what the Act is, about which their opinions are sought. And they want to understand, within the context of wider Canadian society, the changes which are occurring; they want to ask questions about these changes, and, with the help of background information, to be able to assess the answers which are given. Not only is the administration of Indian Affairs virtually a closed book to them; the widening activities of Provincial Governments themselves - not least in their bearing on the Indian Act and Treaties - are proving a bewilderment to them. If their confusions could be removed and their understanding of affairs increased, then adult education, which is a means to culture, could also be a means to general social and civic cohesion.

(e) There continues to be a great need on the reserves for more adult education of the "down-to-earth" sort - about health, hygiene, home economics, diet, budgeting and so forth. We know that Homemakers' Clubs are playing a part here. But we regret that men seem to be so little involved in this learning. Perhaps male interests are more caught up by something that transcends the home - the community, for instance. We mention this now because of the relevance we think there is between development of communities and the mobilizing of male concerns. Community development ought to open up new areas of adult educational interest on the reserves. Among other agencies, Divisions of Adult Education within Provincial Government Departments of Education must be brought in. Before concluding, however, this part of our discussion, two footnotes may be added. First, where adult education is not primarily informational or scientific in character, it is almost always best provided by a non-governmental body. The independent body need not be looking over its shoulder every time "obstinate questioning" occurs within a field of inquiry where government policy is a factor: the development of this obstinate questioning is what indeed has to be sedulously encouraged. Second, wherever liberal adult education can be developed on reserves, it serves to complement the work that we ourselves are attempting in relation to the wider non-Indian public of Canada. Genuinely "adult studies", with social reference, not only enlarge and discipline the mind but create a social asset, the large-scale absence of which at the present time is a loss to Indians and the whole of Canada. Until Indians and non-Indians understand each other and their "affairs" better, there is not much chance of their mutual acceptance.

(f) In summary then of what we have said in 35 (a) to (c) above, we recommend

> THAT SERIOUS ATTENTION BE GIVEN BY THE INDIAN AFFAIRS BRANCH TO DEVISING NEW OR EXTENDED WAYS FOR FACILITATING THE USE BY INDIAN COMMUNITIES OF THE SERVICES OF THE CHURCHES, OTHER VOLUNTARY BODIES, PROVINCIAL DIVISIONS OF ADULT EDUCATION AND UNIVERSITY EXTENSION DEPARTMENTS IN ORDER TO NOURISH THE SOCIAL AND INTELLECTUAL LIFE OF INDIAN COMMUNITIES, BEARING IN MIND THAT ADULT KNOWLEDGE, UNDERSTANDING AND CONCERN HAVE THEIR EFFECTS ON SOCIAL STANDARDS AND BEHAVIOUR, SUPPORT THE BETTER REARING OF CHILDREN, AND TEND TO CREATE A SOCIAL ASSET OF PERMANENT WORTH.

TECHNICAL

36.
(a) Direct governmental services are relevant without qualification to what we call the technical aspects of our theme. There is no doubt that the traditional technical skills of the Indian are decreasingly required in the economic circumstances of today and here there must be a learning of new skills. This means that modern technical expertise must be embodied within the frame of Indian culture - if the Indians are to make the economic best out of their opportunities. Hence, government must provide, on a more extended scale, occupational training for young Indians. As for Indian students who seem unlikely to be able to complete the minimum qualifying Grade for entry upon apprenticeship or other training, they must be provided with more intensive trade-experience while still at school. As a long-term measure, this abridgement of general education for the sake of producing skills relative to jobs could be an unfortunate development; but, on a short-term view, the priority for job-training is inescapable. We therefore recommend

THAT THE INDIAN AFFAIRS BRANCH WIDEN THE SCALE OF ITS HIGHER VOCATIONAL-TRAINING PROGRAM FOR YOUNG INDIANS, AND IN ANY EVENT INTENSIFY ITS PROGRAM OF VOCATIONAL-TRAINING IN SCHOOLS FOR THOSE UNLIKELY TO PROCEED TO HIGHER TRAINING.

(b) Not all the jobs for which Indians must be trained if they are to improve their control of contemporary "conditions of life" will be those that relate to manual or machine skills. Some will relate to the control of local communities: they will be managerial or administrative skills, partaking more of the nature of arts than of applied science. For this type of "technical" occupation the prerequisites are rather sound judgment of men and affairs, a capacity for general understanding (which includes knowing how to ask the important questions), a wide curiosity about human situations and an ability to relate constructively to these situations. These qualities, which a good general education can nourish, will be improved in their effectiveness by special knowledge of, for example, public administration, social work, anthropology or sociology. These qualities, especially as improved by special knowledge, are admittedly in short supply. But our belief is that the supply could be increased not so much by short-term "leadership training courses" as by encouraging and assisting young Indians to qualify themselves at University for positions of Indian leadership. We therefore recommend

THAT THE INDIAN AFFAIRS BRANCH ESTABLISH A VIGOROUS PROGRAM OF RECRUITING AND TRAINING INDIAN LEADERS FOR POSITIONS IN THE SERVICE AND ADMINISTRATION OF INDIAN AFFAIRS AND THAT POSITIVE STEPS BE TAKEN TO PROMOTE AND PUBLICIZE THIS PROGRAM AMONG BAND COUNCILS, CHURCHES, SCHOOLS AND OTHER APPROPRIATE BODIES.

AN IMPLICATION FOR THE NON-INDIAN PUBLIC OF CANADA

37. There is also an urgent need for the government to strengthen its own Information Services in relation to Indian Affairs. We speak from experience when we say that the public is <u>under-informed</u> about the Indians of Canada and the manner in which the Government is discharging this important responsibility. Public opinion can be a help or a hindrance. So long as it remains under-informed about Indian Affairs, or lacking in understanding as to why <u>this</u> rather than <u>that</u>, it will tend to seem obstructive and unreceptive toward any government program no matter how far-reaching it may be. If the Government would interpret itself more vigorously to the public, boldly raising the questions that it knows to be exciting the public mind, giving the full facts and its own best explanation, this greater open-ness would yield large returns in furthering the cause of the Indian people. We therefore recommend

THAT THE DEPARTMENT OF CITIZENSHIP AND IMMIGRATION STRENGTHEN ITS INFORMATION SERVICES BY PROVIDING THE PUBLIC WITH MORE INFORMATION ABOUT THE INDIAN PEOPLE, AND ABOUT THE POLICIES AND PROGRAMS OF THE GOVERNMENT IN THE ADMINISTRATION OF INDIAN AFFAIRS.

INDIAN ADVANCEMENT

(B) <u>THE POLITICAL ASPECT OF THE PROCESS</u>

38. Once again, a mixed bag of matters comes up for attention. We shall be concerned first with federal voting questions, next with local government, and finally with public administration and the need for decentralization and for tying

together at the regional level the activities of the Branch, Provincial Government, Voluntary Bodies, and Indian opinion.

39. SOME KEY CONSIDERATIONS FOR INTERPRETING THIS SECTION

The great colonial administrator, Lord Hailey, said:"We should not give our native populations cause to complain that, when they had asked for bread, we offered them a vote." We sympathize with this point of view - the ballot box is neither a substitute for economic well-being nor a way to it; that is a major reason for our earlier claim that the economic is the prior aspect of Indian advancement.

But Government exists to help promote a life worth living in more than the economic sense. The Branch and the Department of Northern Affairs for example have recognized this in the large efforts made in Indian schooling: the Indian and Northern Health Services too have recognized this in their successful curative and preventive medical work with Indians; such a blessing as a common criminal law for all persons should, likewise, not be forgotten. As for the direct and indirect contribution which Government can make to the development of skills and the intellectual and artistic interests of our Indians, positive suggestions to this end have just been given.

40.
(a) But there are two aspects of the matter we would emphasize, both of them relevant to Indian advancement.

(b) First, the capacity for adapting to the changes introduced by modern society has not yet properly grown inside the Indians (any more than has the capacity of the non-Indian to adjust his behaviour and outlook to the values of Indians). What therefore is called-for is a long-term effort to develop civic sense among the Indians, as a means to a wider social cohesion in Canada. We believe that "forces" making for this wider social cohesion of Indians and non-Indians are already presenting themselves among non-Indian groups. The grant of the federal vote would be one measure to help strengthen similar "forces" among the Indians.

(c) Second, Indians are still "objects of policy". In the last resort, power incarnate, in Indian affairs, is still to be found in Ottawa. Administratively speaking, this is not good - as we hope to show. But politically speaking, not even Indian access to the federal vote will prove of much avail so long as Indians are without effective influence at the local and even regional level. Therefore, whether Indians are to be given the federal vote or not, decentralization of control over their affairs must proceed towards the locality as far as is possible. And again, whether or not Indians are to begin immediately to use the federal vote, their effective participation in public affairs (and preparations for that participation) must begin in the local community, and extend outwards therefrom.

41.
(a) At present, Indians by and large are without the federal vote. Ostensibly they are denied the vote - unless they be veterans - for no other reason than that they do not pay certain taxes. That the connection is very direct between having no vote and being exempt from tax on income earned on a reserve is evidenced by the fact that under Section 86 of the Indian Act the vote is given to any Indian who has executed a waiver of immunity from tax.

(b) At first glance, this arrangement seems very fair. But it becomes puzzling when seen within the context of some other arrangements. Though Indians on the

reserves are a Federal responsibility, the governments of British Columbia, Manitoba, Ontario and Nova Scotia have given them the vote, and the government of Saskatchewan will be giving it them in the current legislative session. Indians in the Yukon unconditionally enjoy the Federal vote and Indians in the Northwest Territories enjoy, on the same unconditional terms, both the territorial and federal vote.

(c) If this situation is to be reduced to logical simplicity, then all registered Indians in all circumstances and places should either be deprived of the vote or be granted it. As between these alternatives, we submit that all Indians should be given the vote. And as to whether they should be penalized for the vote by losing the present income-tax immunity, we further submit that the answer is no. There is still some way to go before past injustices to the Indians are fully redeemed. Hence, in the matter of the vote, a measure of magnanimity to the Indian would today be quite in place. It is expedient he begin to elect his legislators; and it is not good sense to prevent this beginning while the "loss" to the Treasury remains so small. We therefore recommend

THAT THE FEDERAL VOTE BE GRANTED TO ALL INDIANS WITHOUT LOSS OF ANY PRIVILEGE.

42. When the Indian Act was amended in 1951 powers were granted under that Act to enable Band Councils, deemed to be advanced, to raise money and even to control the revenue and capital sections of their Trust Funds. In nine years the pace of Indian advancement has been so slow, or at least the areas of advancement have been so spotty, that at this moment only 22 (or about 4%) of Indian Band Councils may raise money and only 2 (or just over .3%) of them may manage their own funds. Nowadays we may prefer to avoid talking about the "white man's burden", but the white man seems to be carrying overmuch still. A better test of his trusteeship would be the size of the burden he could transfer. This calls not only for willingness to transfer the burden but for specially trained staff at the local level who would help forward the process of transfer. Indian Affairs Branch administrators, magnificent at their best, ought to be at their best at the local level. No matter how capable the Indian Affairs Branch staff at Ottawa, no matter how expert the regional staff and firm in their grasp of practical things, the staff at the local level have the hardest job of all if they are not to degenerate into bureaucrats. It is they who offer the image of Federal Authority. It is they primarily who will modify that picture. It is they, whether Indian or non-~~Ind~~ Indian, who have to understand to a higher degree than others the people they serve, the particular area they administer, the needs of that people and area, and who, while competent to assist in a technical sense, must above all be persons of fine quality and understanding. If the development of a reserve-community is to get under way, it is the Superintendent in the first instance who must help the Indians to become involved in managing their own affairs in ways of group decision-making they understand and in relation to objectives they think important. We therefore recommend

THAT THE JOB OF THE LOCAL SUPERINTENDENT BE DEFINED IN NEW TERMS; THAT, SO FAR AS POSSIBLE, HE SHOULD BE RELIEVED OF ROUTINE ADMINISTRATIVE MATTERS AND GIVEN THE OPPORTUNITY AND TRAINING TO SERVE AS FACILITATOR AND COUNSELLOR OF THE INDIANS; THAT HE MIGHT BE GIVEN A NEW TITLE; AND THAT HE SHOULD BE EMPOWERED AND ENCOURAGED TO ESTABLISH ALL THOSE CONNECTIONS WITH LOCAL BODIES OF INDIANS AND WITH OTHER LOCAL BODIES, PUBLIC AND PRIVATE, THAT MAY HELP IN THE DEVELOPMENT OF LOCAL INDIAN COMMUNITIES.

43.
(a) We have been suggesting how important are the political aspects of Indian involvement in developing their communities, since if the development is such as to capture Indian imagination, the chances are good that Indians will come to value political participation. It is our conviction that the general development of these communities ought not to be divorced from political development nor vice versa: indeed, any attempt at such a divorce, we believe, would fail.

(b) It is the Indian Affairs Branch which decides what measure of political responsibility is to be given to a local community. Naturally, the Branch, being trustee for the Indian peoples, will feel the weight of any decision it may take to increase the power in the hands of an elected local administration. "Is the white man justified in handing over to inexperienced citizens more responsibility for themselves? May not precious funds be wasted? May not unseemly factional squabbles and relative inefficiency ensue?" We ourselves do not favour inexperience being itself overstrained by too much burden at once. But not only is the old saying true that responsibility is acquired by being exercised but in fact there can be no sitting down on the principle that responsibility can be acquired by every Band Council. Once the principle of local governments, responsible to locally elected councils, was introduced into the Indian Act, the Branch was put into the position where failure to get it progressively applied in the 572 areas of possible application would reflect at least a little on the Branch itself. Now that it is beginning to be applied in a small number of instances, the Branch has to go on and apply it more and more, erring on the side of taking risks rather than on the side of limitation and restriction. Unless this is done, either the restrictions will be resented or, more probably, the institution of Band Councils will fall into disrepute. That is why we repeat our plea for exploiting the function of Community Development to enable Indians to cope politically with problems they can see to be real. As this political process becomes effective, the Indians will move to a position where they can determine their own affairs without regular supervision from the Branch. We therefore recommend

> THAT THE INDIAN AFFAIRS BRANCH SHALL CLOSELY LINK THE OBJECTIVES OF POLITICAL AND COMMUNITY DEVELOPMENT AT BAND COUNCIL LEVEL, SHALL MAKE GREATER USE OF ITS POWER TO EXTEND MEASURES OF RESPONSIBILITY TO BAND COUNCILS, AND SHALL TAKE A STRONG INITIATIVE TOWARDS THE DEVELOPMENT OF INDIAN COMMUNITIES UNDER BAND COUNCIL AUSPICES, SECURING THAT ADEQUATE PROVISION IS MADE - ADMINISTRATIVELY, AND TECHNICALLY - FOR AN EFFECTIVE PROGRAM OF COMMUNITY DEVELOPMENT.

44.
(a) We have mentioned previously the developing importance of the regional aspect of Indian Affairs. We ourselves are quite convinced that it is upon the region that the lines of Indian progress must increasingly converge. There is no need to argue this point in principle, because for some time the Branch has been acknowledging it. We believe, however, that the principle should be more thoroughly applied.

(b) It is our view that the regional offices should become centres both for planning and administration. In no other way can adequate or sufficient attention be given to the varying needs of the Indian reserves, whose development is notably uneven, not only from region to region, but from one reserve to another. Accordingly, regional officers should be given more responsibility and more authority. As an indispensable link between local and national effort, they should

be called upon to shape national policies, and also be given wide leeway in determining the manner in which those policies are to be applied.

(c) The increasing role of provincial governments further emphasizes the importance of the region, and if the present trend continues - as we hope it will - there will be increasing need for consultation and joint action by federal and provincial authorities. Since the regional area corresponds roughly with that of the provinces, we foresee that a major task of the regional staff will be that of developing a more effective liaison with the appropriate departments of provincial governments. It may be that in future, the areas under the supervision of the regional office should be brought more in line with provincial boundaries.

(d) The augmenting role we propose for the regional offices has far-reaching implications for the organization of the staff and for their qualifications and selection. The regional supervisor whose experience and training qualify him for general management must of course hold the key position as head of the staff: for the rest, we propose that the functional divisions within each region be staffed by highly qualified persons who have the professional competence to develop an effective liaison with other organizations, both public and private, and to co-operate with the many groups with whom they are associated particularly their opposite numbers in the provincial governments.

(e) We realize that decentralization of federal administration presents technical difficulties that may require time and effort before they can be fully overcome. Many of our proposals, however, require a change of attitude and approach rather than immediate changes in administrative procedures. For those that may be found to depend also on changes in the system of centralized financial control, we would suggest that a study be made of operations within the Department of Citizenship and Immigration and of other Departments of Federal Government for which a decentralized financial control has been found to be possible. Operations that must be carried out remote from the place where they are authorized, and particularly those remote operations that require the exercise of local discretion for full efficiency, are commonly thought-of as inappropriate to centralized control. Our understanding is that, even within the present activities of the Indian Affairs Branch, recognition is given to these considerations by a decentralized financial control for the B.C. Indians. If the Controller of the Treasury can maintain a separate officer for British Columbia, it seems hard to accept that a similar arrangement is impossible elsewhere.

With these various factors in mind, we wish to recommend

> THAT THE INDIAN AFFAIRS BRANCH INTENSIFY ITS EFFORTS TO DECENTRALIZE ITS WORK MAKING THE NECESSARY PROVISIONS TO STRENGTHEN THE REGIONAL OFFICES AND DEVELOP THEM INTO KEY CENTRES FOR PLANNING AND ADMINISTRATION.

45.
(a) An equally important policy, and one which the Branch has already put into effect, is that of developing the services of the Branch by the use of existing organizations rather than creating separate and parallel services for the Indians alone. We concur wholeheartedly in this policy and we congratulate the Branch for having set its course firmly in this direction. It implies a "horizontal" rather than "vertical" development, which once again places the regional office in a position of strategic importance.

(b) The policy is applicable to all levels of administration, but has particular

relevance to provincial governments, (and also to another federal service which we shall mention later). Federal-provincial co-operation in the field of education is an established fact. There are also other areas mentioned previously where co-operative planning and action has been both effective and beneficial. We believe that this is the pattern for future advancement and we suggest continuing exploration and consultation to discover new areas in which, by agreement, provincial services can be made available to the Indian people. The initiative in most cases will need to come from the Federal Government and we wish to offer the full weight of our support for this. We recognize, as all Provincial Governments must come to see for themselves, that they are involved willy-nilly in Indian affairs and that in some respects arrangements are overdue whereby better public services can be given - and perhaps more economically be given - to all the Indians of each Province, whether on or off the reserves. With these arrangements for our Indians must of course also come precise definitions of the division of the functions and responsibilities of the two levels of government.

We recommend

> THAT, RATHER THAN CREATING SPECIAL SERVICES OF ITS OWN WHEN THIS CAN BE AVOIDED, THE INDIAN AFFAIRS BRANCH SHOULD CONTINUE IN ITS POLICY OF USING EXISTING SERVICES OF OTHER BODIES AT ALL LEVELS OF ADMINISTRATION, AND NOTABLY THOSE OF PROVINCIAL GOVERNMENTS.

46. We also foresee as desirable an increasing co-operation between the two Branches within the Department of Citizenship and Immigration - Indian Affairs and Citizenship. In a relatively short period of time the Citizenship Branch has developed a high degree of skill in working with voluntary organizations, and in helping to mobilize community resources in the interests of good citizenship, particularly in the field of inter-cultural relations. By an unobtrusive yet practical method of relating and adjusting their services to the needs of the community, the Citizenship Branch has won the respect and goodwill of voluntary organizations across the country. We believe that this is precisely the kind of help that the Indians need and would welcome. A team operation combining the experience and skills of both Branches would contribute immeasurably to the future well-being and advancement of the Indian people. We recommend

> THAT THE MINISTER OF CITIZENSHIP AND IMMIGRATION CONSIDER THE POSSIBILITIES OF CLOSER AND MORE EFFECTIVE CO-OPERATION BETWEEN THE INDIAN AFFAIRS BRANCH AND THE CANADIAN CITIZENSHIP BRANCH IN THE DEVELOPMENT OF PROGRAMS FOR THEIR JOINT ACTION AND FOR JOINT CONSULTATION WITH COMMUNITY ORGANIZATIONS, ESPECIALLY AT THE REGIONAL LEVEL.

47.
(a) A closely related point arises here. It is a commonplace now that whatever improvements accrue from an increasing co-operation between and among departments of government - both federal and provincial - Governments alone will not be able to give all the services that are needed, nor is it desirable that they should. Traditionally, the Indian Affairs Branch has enlisted the co-operation of non-Government bodies - chiefly the Churches, but increasingly now it is calling on the help of other community agencies. It is significant that the Indian Affairs Branch now co-operates with the Citizenship Branch, a provincial division of adult education and a University Extension Department to provide a folk school for Indians. As for the Citizenship Branch, it is in close and effective

working relations with many voluntary organizations in the "citizenship" field. Some of these include projects in which Indians have a part; others attempt to meet the need for greater knowledge and understanding of our Indian peoples. From our own experience we know that many organizations such as Women's Institutes, Home and School Associations, Farm Women's Groups, Citizenship Councils, Y's are seeking direction on how to work co-operatively with Indian organizations both on and off the reserves.

(b) We therefore foresee, as both desirable and necessary, an extending co-operation of government with non-government bodies and that, again, this co-operation will have its focus at the regional level. The mutual involvement of groups - both public and private - now well begun, cannot be stopped. But it needs for its full efficiency and development a thorough planning at the regional level, and a planning which has relation to programs that fit and complement both the application of federal policies in Indian Affairs and the widening services by provincial governments already recommended. This planning cannot be effective without some machinery, and since (whatever the advantages of bilateral and other arrangements) regional planning cannot be piecemeal, we recommend

> THAT REGIONAL ADVISORY COMMITTEES BE SET UP TO PLAN AND SUPERVISE PARTICULAR PROGRAMS FOR INDIANS - SUCH COMMITTEES TO BE COMPOSED OF REPRESENTATIVES OF INDIAN RESERVES, INDIAN ORGANIZATIONS, FEDERAL AND PROVINCIAL GOVERNMENTS IN THEIR APPROPRIATE BRANCHES OR DEPARTMENTS, CHURCHES, AND ESPECIALLY VOLUNTARY ORGANIZATIONS.

48. If there is to be improved liaison at the regional and local levels of administration, the process should be consummated at the national level. We think that the functioning of regional advisory committees will itself, in course of time, lead to a desire and need for occasional national meetings of representatives of these committees: if this should happen, it would be a welcome development - all the more welcome for being organic and unforced. But for the time being at least, the liaison we are thinking of at the national level will concern the federal government agencies that are wholly or may be partly concerned with Indians. Some facilities for joint discussion already exist; they might however be widened or more regularly used. We therefore recommend

> THAT GREATER USE BE MADE AT THE FEDERAL LEVEL OF THE FACILITIES WHICH EXIST FOR MUTUAL CONSULTATION AND DISCUSSION BETWEEN ALL ORGANS OF FEDERAL AUTHORITY WHOSE WORK RELATES TO, OR INCLUDES DEALING WITH, INDIANS.

49. If there is to be a strengthening of the regional offices with consequent reorganization of staff and functions, it follows logically that there should be a similar strengthening of the national office. We are naturally not in a position to make detailed suggestions regarding the organization of the national office, except to emphasize that a realignment of functions in regional and local spheres places <u>more</u> rather than less responsibility on the national office. It does not necessarily mean more staff, but it does mean employing persons of national calibre in the senior positions, who can give the right kind of leadership. This leadership, at least in relation to regional staffs, is best described as a high-quality supervision in which the aspect of control gives place to stimulation. If at the national level the staff were able to communicate to others something of their own rich and imaginative thinking, matured as it would be by training and experience, this would mean a great deal for the whole Indian Service. It would attract to this Service some of the most able and disinterested young men and women and bring the best out of them. No matter how far-

reaching may be policies and program for Indian advancement, they will fail in application if the staff are unequal to them. This, which is true at all levels of administration, has special point in relation to the national officers.

INDIAN ADVANCEMENT

(c) THE ECONOMIC ASPECT OF THE PROCESS

50. In this Brief we have been emphasizing the community aspects of Indian advancement, and we have given some reasons for this emphasis. The most important of these reasons, however - and the one we now add - is that Indians have a special need for the support of their own group. The Indians being on balance underprivileged members of Canadian society and characterized by a complex psychological attitude, the condition of their undergoing a fairly quick social change without losing heart and getting bewildered is that, as far as possible, they keep together. We are grateful to the Canadian government that so far it has taken no steps (such as are evident elsewhere) for breaking up and dispersing Indian communities. We do however urge the need for continuing caution, and we shall now offer some remarks on a tendency we think we see for the Indian Affairs Branch, in some respects, to favour individual rather than community advancement.

51. During the last decade the Indian Affairs Branch has given top priority to education. On a certain assumption we think this priority is sound--namely, the assumption that the individual Indian of higher ability will acquire skills through education that will lead him to seek his future in the broader Canadian community. Our own assumption, however, is that this is not enough; that the Indian, being a product of an Indian community, should be enabled, if he prefers, to deploy his skills among his own people where he would feel "at home". To say this is not just to repeat what we have said in Para. 50. Nor is it a product of isolationist thinking. Clearly too it is not provoked by economic considerations; it could more easily be defended in terms of politics and culture. If we introduce it here rather than somewhere else, it is because we want to draw the economic implications in the course of looking with a fresh eye at what underlies the Branch's high priority for education in terms of schooling.

52. It is obvious that a man's mind is coloured and toned by the group to which he belongs; for a fully satisfying life to the person, this group-life must be seen as important. It is almost as obvious that the action and structure of the group to which a man belongs is much affected by contact with other groups - even the remote reserve Indian is not immune. From this it follows that the recognition of divers groups distinguishable each from each by subtle distinctions of quality yet interdependent in the wide society is the very condition for the kind of political and cultural cohesion to which Canada aspires. Implicit within it too is the democratic ideal that allows some power over their own lives to groups within the state and especially within the Region. If this could me made clear to the Indians - or, more accurately, if the Indians could themselves see that basic arrangements of their lives did not threaten their groups directly or indirectly, many of them would feel less defensive about the social change that is occurring and less suspicious of some of the efforts that are being made on their behalf.

53. In an earlier section we have argued that the ultimate justification of "Community Development" on the reserves (as of the whole process of Indian advancement

in its several aspects) is that it is educational. At the same time we have argued that, of these several aspects, the economic is prior. We have shown that these statements do not contradict each other. It should be obvious that unless a start can be made towards supporting community-life on the basis of a viable economy, that community-life will be precarious. It is true we have urged, in this connection, that for the next generation at least Canada should take no narrow view of its investment in the future of Indian communities - that, while seeking to restrict the net cost of the investment by economic successes in the more favourable localities, it should progressively invest in more and more of them and estimate its profits in terms of changed attitudes among Indians, heightened morale, and their enlarged capacity and will for further changes. Meanwhile, of course, education, in the sense of formal schooling, will have been going on. This is exactly as it should be. But there is an important sense in which education, even as schooling, is a prime way of responding to the need presented to economic skills by a developing economy. Just because, on reserves today, there is no such economy, we believe that schooling for all but a small élite is being deprived of a good deal of its point. Even considered as an instrument of "culture-change", it is not succeeding as much as it might, since the early years of each child's life are being spent with parents who remain untouched by either a formal process of adult education or informal education through Community Development. However this may be, there is no denying that the reserve-economy at present does little to challenge the schools to produce the relevant skills.

54. We do not, of course, by any means imply that education is but the process of acquiring skills that relate to jobs. It is also a means to develop the human being. But it is fair to say that fine human beings require, by and large, a community-environment that supports their fineness. If education, in the course of refining tastes and sensibilities, is also intended to assist Indian communities, then an effective start will have to be made towards making more of them into attractive places. In saying this we believe we are showing the proper relation of economics and education: when economic progress can begin to offer positive incentives to the training of skills and when it can contribute a decent environment to educated human beings, there can be action and reaction between the two thereafter.

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55. In the 20th century we need scarcely be reminded that a decent standard of livelihood, for all but saints, is pre-requisite to a decent standard of living. To be preoccupied, as many Indians are, with brute needs and to have few domestic facilities for civilized interests, means to be permeated by under-development, to be condemned to seem unintelligent or to practice mere cunning** when the situation demands intelligence and honest effort, or to prefer the amnesia of strong drink to a clear awareness of harsh realities; it means to depress one's children by contact with one's own incompetence and to limit the achievements of those favoured few who have superior and trained abilities; not only will average trained ability come to feel frustrated but the favoured few may leave their group for good and all.

** What the Lagassé Report ("People of Indian Ancestry in Manitoba", 1959, Vol. I., p. 150) has to say about Métis might be applied to many Indians: "because of the extreme poverty prevailing....learning how to obtain social assistance is one of the basic skills which must be learned in the same way as one learns to fish or trap."

56. Because this is so, there is the urgent need to give top priority to economic matters. As we have stated before, the aim should be not to relieve the Indians of their share of responsibility in this regard, but to put the Indians into a position where they can exercise responsibility - and on terms in which they will realize that any ultimate failure will be theirs.

57. This means that the initiative must be taken by the Branch. Apart altogether from preliminary review and assessment of the economic potential of the reserves, this initiative must include bringing capital to the reserves. With a few conspicuous exceptions, Indian band councils do not yet have the means for capital investment on the requisite scale. Nor, as things stand and for reasons one of which will be dealt with in the Section on Legal Status of Indians, can any reliance be placed on non-Indian capital finding its way to the reserves. At this stage, if funds are to be found, Government must find them. It can be forecast that immediate capital needs cannot exclude public services as such - roads, water supplies, electricity and so forth. Even if Indian legal status were itself to offer no problem to non-Indian private investment, there could not be much hope of such investment while essential public services are lacking. This private investment (which we hope, in the event, will be Indian by origin) will come when the reserves have already advanced some way along the path of economic development. Meanwhile, the crucially important part which Government has to play is that of setting the reserves off on the process of economic growth. This cannot, or ought not, to occur until reserves have been surveyed for their economic potential and until Indians living on reserves with deficient economic potential have been presented with clear information about the best they can hope for if they stay where they are and the best that could happen if they chose to move away. (Removal, which must be voluntary, could be either to a specially created new reserve or conceivably to some non-reserve area where, with some newly-acquired skills, the Indians could make a better living).

58. Last year, in certain parts of the world, peoples were being "developed" with the help of over fifty-eight millions of Canadian Government dollars. We are of course at one with our Government in this assistance to less developed people outside our country. We mention it because it is relevant to the kind of concrete assistance that we believe our Indians stand pre-eminently in need of - financial and technical assistance to enable them to help themselves more effectively and to develop their communities into better places.

59. We therefore recommend

> THAT, ON THE BASIS OF INDEPENDENT SURVEYS OF THE ECONOMIC POTENTIAL OF RESERVES, THE INDIAN AFFAIRS BRANCH GIVE TOP PRIORITY TO DEVELOPING THE ECONOMIC GROWTH OF INDIAN COMMUNITIES BY A VARIETY OF MEANS, INCLUDING THE PROVISION OF INITIAL CAPITAL INVESTMENT ON THE BASIS OF WHICH INDIANS CAN PRACTICE "SELF-HELP" MORE EFFECTIVELY.

V LEGAL STATUS OF INDIANS

60. Our own studies of the Indian Act have brought us, time and again, up against complex legal questions. In our Brief so far, we have not so much as hinted at these, partly because we wanted to indicate what changes could occur within the present framework of the Indian Act and partly because we preferred to present

legal questions all in one place.

61. In this, the final argument of our Brief, we wish simply to isolate for special attention three aspects of Indian status, to be found within the Act. They are involuntary enfranchisement, administrative justice and property rights. We shall prelude our comments on these with a brief discussion of those Treaties which, though they do not determine Indian status**, are often considered along with it.

62.
(a) The Treaties between the Crown and a proportion of the Indians are a matter that cannot be avoided, whatever one's views about the Treaties. Many Indian bands cherish them. They are valued not for what they surrendered but for what they secured, not as evidence of unequal powers but of treaty-making competence. If today Indians will speak of themselves as belonging to such and such a "nation", they mean their nation that had treaty with the Crown that promised this and that. And how, in the light of subsequent events, do the Indians describe their experience with the Treaties? That what they surrendered they cannot recover, that what they retained can be encroached upon. These protections of the defenceless Indians, that in the past have actually sheltered them in several ways, are now apparently powerless to prevent encroachments. For, under the Act, the land of Indians (title to which is vested in the Crown) can be compulsorily acquired for public purposes.

(b) Not only through submissions received but also through personal discussions with Indians, we are aware how bitter their feelings are about some of these encroachments. We know also that those Indians who, on one ground or another, mistrust the white man tend to focus their bitterness on some Treaty right, the alleged violation of which becomes a rallying-point for anti-white sentiment and agitation. For these Indians, therefore, a Treaty becomes at once a sacred document of inviolable rights and a potent symbol of current wrongs. This development causes us, as an Association, direct concern: we think it should be causing the Government concern as well. There appears to be considerable uncertainty - among non-Indians as well as Indians - as to the status of this and that Treaty. It is true that all questions can be resolved in the courts; but for the 94% of Indians whose worldly wealth - locked up in Trust Funds - averages hardly $90. apiece, expenses of litigation are not lightly assumed or borne. In this connection we would draw attention to the previous Parliamentary Committee on Indian Affairs, and recommend that serious consideration be given to that section of its Report to the Senate and House of Commons which says

> "that a Commission in the nature of a Claims Commission be set up, with the least possible delay, to enquire into the terms of all Indian treaties in order to discover and determine definitely and finally such rights and obligations as are therein involved and, further, to assess and settle finally and in a just and equitable manner all claims or grievances which have arisen thereunder."

** One point of direct connection between the Treaties and Indian status is that, if an Indian is "under Treaty" and then becomes "enfranchised", he loses his Treaty status as well as Indian status.

63. We now pass to consider administrative powers in relation to justice for Indians. We cannot say we are satisfied that present judicial arrangements are as good as they might be. We would like to see all the powers of the Minister and the Governor-in-Council in what pertains to their discretion under the terms of the Indian Act very carefully reviewed by a competent body with a view to determining whether rights of Indians, as individuals and in their groups, could be better safeguarded. In disputes between parties of which either the Minister or Governor-in-Council is one, is there ever a question of law and the need for submission of legal arguments by the parties? Equally important, in such disputes, is there ever the need to ascertain the facts by evidence adduced by the parties? If both this question and this need sometimes arise, then there may be a judicial rather than quasi-judicial issue, which in our view should not be resolved by an administrative agency. If only the ascertainment of facts is in dispute, then the issue is quasi-judicial and the application of the law to the facts so found becomes administrative action the character of which is determined by the Minister's or Governor's free choice. Even if enquiry revealed that only quasi-judicial issues ever arose, there remain the question of whether the Minister or Governor-in-Council acts alone or through a tribunal, and if the latter, then the questions of the composition of the tribunals, of their procedures and rules of evidence when they act in the name of the Minister or Governor-in-Council.

64. "Compulsory enfranchisement" is our next legal question. We are informed that the administrative power whereby, under Section 112 of the Indian Act, an Indian or a body of Indians may be involuntarily deprived of inherited status, is a power that has never been used. If the intention was and is never to use it, why was it assumed? If there is at least a conditional intention to use it, what are the conditions? All we can discover from the Act is that, if (in the view of a Committee and the Minister) an Indian or a body of Indians appears to be capable of, and desirably should follow, an enfranchised way of life, the conditions for enfranchisement are fulfilled and actual enfranchisement will follow. To "force a person to be free", however, seems a contradiction in terms - at least if we are dealing with adults who have committed no wrong. And to force him in this way without his being heard seems contrary to natural justice. We believe that this section should be thoroughly examined by a body of experts for clarification of its intention as well as its meaning.

65.
(a) Finally we turn to Indian property rights. We shall consider these only in a restricted field, though within the area of greatest importance. This restriction will mean that we say nothing about Indian rights in relation to Trust Funds (Revenue or Capital) nor about the control of these Funds, Testamentary Succession, Income Tax, and (in the Prairie Provinces) Protective Trading Controls. Instead, we shall confine ourselves to what we think follows from linking property interests with membership of a band and legal residence on a reserve. The consequences of this are such that there is a question in our minds whether the kind of property-rights that an Indian today possesses are the most appropriate to his future development. The answer to this question we do not of course prejudge, but to us it appears of such moment and complexity that we would like it to be looked into by a specially equipped body.

(b) These rights seem to define a pre-modern property system and to have bearing on the following matters: free contract, security for credit, and the raising of capital from non-Indian sources. The important factors within these rights are the limitations on ownership, mortgage, pledge, seizure and distraint.

66.
(a) Lands in a reserve may be occupied or possessed but never owned by an Indian; even within the area of a band, transfer of possession may only occur with the Minister's approval; a minority of Indians within a band may have their lands surrendered and alienated if a majority approves and if the approval is accepted by the Governor-in-Council.

(b) These features imply that no Indian has the right to do what he likes with his land. He has no sovereignty over it and no power of disposing of it freely. Therefore exchange, which is an agent of production, is hampered.

(c) We wonder whether this is altogether for the best? If it is, then we would simply point out that it contradicts precisely those features of landed property that, in Western ideology, have been most advocated as being indispensable to property's best utilization. Certain it is that, whether because of the pre-modern system of reserve property or because of other factors, diffusion of property among Indians is feeble, forms of property organization very unvaried, and the stimulus to wealth production relatively inactive.

67. If an Indian has property interests on a reserve, he is exempt from pledge, mortgage, seizure and distraint in respect of them at the instance of any non-Indian.** Although most Indians value this immunity, a penalty is paid. If an Indian cannot mortgage such property as he owns on a reserve, he is unlikely to be able for productive enterprise to procure necessary credit from ordinary sources. Or, otherwise expressed, if a non-Indian is unable to seize an Indian's reserve property or to distrain upon it for repayment of a loan, he is unlikely to be willing to extend the loan (except of course for conditional sales). It is this situation which has led one Indian band council to propose a new subsection to Section 88 of the Act that would abolish the "protection" of Indian property in respect of those bands deemed to be "advanced". Some easement of the position may accrue from such a measure; but for it to have much practical effect the pace of "advancement", as determined by the Indian Affairs Branch, will have vastly to speed-up as compared to the last decade. We ourselves, while not excluding such a measure, believe that the whole situation, from which this proposed subsection offers a conditional escape, must be thoroughly examined for its general long-term effect on the economic advancement of the Indian people.

68. In Section 59 we recommended that the initial capital for developing Indian communities must come from Government. We would not, however, want to see an indefinite continuance of heavy public investment. That is why the credit position of the Indians becomes of such importance. Credit is a particular mode of production that enables more wealth to be produced. In this, it resembles exchange and division of labour which, like credit, are restricted by current Indian status. Beginning as <u>real</u> credit (a transfer of the means of production guaranteed by pledge or mortgage) it can continue as <u>personal</u> credit and give place more and more to it in the form of banking accounts founded on the word of the borrower. Wherever the process of credit can start and develop, it serves - as does land ownership - as a great incentive to employ wealth productively. But how is this incentive to be adequately provided?

** Goods supplied to an Indian under conditional sales agreements are not to be included in this statement.

69. Paragraphs 65 to 68 have raised questions concerning the impact of the present status of Indians on the basic stimulus to production and on the actual production and utilization of wealth. It is our view that these questions may be far-reaching: like the roots of a tree they may spread far underground and impinge on areas that look remote. Powers of gift, for example, and testamentary bequest are very clearly connected here; it could very well be that even the issues raised in Paragraphs 63 and 64 would find their practical solution through the answers that would come from a "follow-through" of these questions. But what in all would be involved cannot safely be forecast: the questions need to be probed in a painstaking way by full-time experts engaged expressly for that purpose.

70. This Brief finishes with unanswered questions. The main bulk of it, however, has been filled with proposals for actions that require no legislative change. These proposals chalk out a path for immediate advances: they could easily absorb resources and energy for years. But needful though they are in our opinion (and not to be delayed on any pretext), they represent only interim measures. What is still required is a broad and solid highway on which the Indian can move forward without let or hindrance. That he cannot do so now is because none of us yet understands how to master the problems of this transitional phase. That is why we make our biggest plea for an intensive, full-time study of certain key problems. If studied in connection with what we already know about the human stresses and strains of a transitional phase, these problems may yield answers that will be found to imply a general reconstruction of the Indian Act. Such a reconstructed Act may put the Indian on a road where he will find as he walks that compared with other Canadians he is at no disadvantage in moving to his goals.

Consequently,

> BELIEVING THAT THE LEGAL ASPECTS OF THE PRESENT SITUATION OF THE INDIANS MAY HAVE LONG-TERM PRACTICAL IMPLICATIONS FOR THE INDIANS' ADVANCEMENT THAT CANNOT, ON THE BASIS OF PRESENT INFORMATION, BE ADEQUATELY ASSESSED, WE RECOMMEND THAT THE FEDERAL GOVERNMENT SET UP A NATIONAL COMMITTEE OR COMMISSION TO UNDERTAKE A THOROUGH-GOING AND DETAILED STUDY OF THE SOCIAL, ECONOMIC, POLITICAL AND JUDICIAL CONSEQUENCES OF LEGAL STATUS; SUCH A COMMITTEE TO BE COMPOSED OF HIGHLY QUALIFIED PERSONS SERVING AS SALARIED MEMBERS FOR FIVE YEARS.

VI CONCLUSION

71.
(a) It has been said that all remedies for social imperfection incline either to the principle of Order or to that of Liberty. In our observations so far we have been inclining to Liberty while avoiding a challenge to the present Order. We have supplied the reason for this uncertain behaviour - the STATUS of Indians, and the many implications of this, need to be systematically examined by other than part-time persons. We see the conditions of civilized life for the Indians: we see the general process towards them; we see the present situation. We see that there has to be a continuing effort to create among the Indians, material well-being, civic sense and social cohesion: we do not see, nor does anyone else (we think), whether, and if so how, present safeguarding of the peculiar Indian rights and present enforcement of their peculiar disabilities can be combined harmoniously with their journeying to the Good Life. This is a

critically important question: without an answer to it, all else may turn out to be mere palliative. And if (as we have argued) an economic advancement towards the Good Life is the "prior" aspect of the Process, then we need primarily to know whether economic penalties inhere in a retained status quo. If they do, the Indians should be told and fully consulted. Any penalties should be removed only with their consent and with their full understanding of what would be involved.

(b) We have not construed it to be our job to make very specific recommendations for dealing with what is wrong in the current situation of Indians. We have, of course, broadly indicated the kinds of measures that we suppose would be helpful; where not this much has been visible to us, we have asked for a commission of enquiry by experts. No more than this should be asked of a non-governmental body.

PA — 1/1-2-16-1

(A.1)

Head of the Secretariate

February 17, 1966

Recommendations of the Joint Committee of Senate and House of Commons on Indian Affairs

Please note the attached request from the Director of Development with respect to recommendations of the Joint Committee.

Would you please let me have information on each recommendation with respect to work for which you are responsible. In replying please keep in mind the three points raised by Mr. Churchman. You will note there is a deadline date for providing this information.

ORIGINAL SIGNED BY
C. I. FAIRHOLM

C. I. Fairholm.

(Sent to: AE, AL, ALT, AM)

CIF/FL

MEMORANDUM

CLASSIFICATION

TO
A

Director of Administration
Director of Education
Chief, Resources & Industrial Division
A/Chief, Social Programs Division

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

FROM
De

Director of Development

DATE Feb.14th, 1966.

FOLD

SUBJECT
Sujet

Joint Committee of Senate and House of Commons on Indian Affairs

I have been studying the recommendations as set forth in the summary of the final report of the above Committee.

It would assist me considerably in my knowledge of the Branch operations if you could supply me with the following information on those sections of the recommendations which come under your supervision:-

(1) The action taken on the recommendations.

(2) Reference to the legislative change, if any, made in the Act.

(3) The Branch attitude to the recommendations if no action taken to date.

I would be very grateful if you could let me have this information by February 28th as it will be of considerable assistance in my preparation for the up-coming Development Conference in March.

Thank you.

J.W. Churchman.

P.S. - For your convenience, I enclose a copy of the sections of the recommendations which I believe apply to your Directorate.

CGSB—6GP22a PP&S Cat. No. 3591

(b) There is a growing awareness and recognition of the problems and needs of Indians amongst the non-Indian population.

(c) Indians may soon be willing to assume the responsibility and accept the benefits of full participation as Canadian citizens.

(d) More responsibility and authority should be directed to band councils and individual Indians with a consequent limitation of governmental control.

(e) The advancement of the Indians towards full acceptance of the responsibilities and obligations of citizenship should be without prejudice to their traditional cultural, historical and economic benefits.

I. Indian Status and Band Membership

(a) Indian and non-Indian children who are legally adopted should assume the status of their adoptive parents.

(b) The status and membership rights of illegitimate children should conform, where possible, to provincial laws.

(c) The term "enfranchisement" should be deleted from the Act.

(d) Indian women who marry non-Indians should not receive a per capita share of band funds for a period of five years, but retain the right to return to their reserve in the intervening period.

II. Use, Management and Development of Reserve Resources

(a) The Indian Act should be amended to formally recognize lawful possession of land held by an Indian for twenty years and also to permit band councils to allocate land on a conditional basis.

(b) Designated band councils should be authorized to issue leases of reserve land for a period not exceeding five years without a surrender and/or approval of the Minister.

(c) The Indian Affairs Branch should withdraw from the management of lands held by an individual Indian who should be enabled to lease his land himself for designated purposes.

(d) The Indian Act should be amended to clearly indicate the word "surrender" is confined to sale of land.

(e) As the present provisions of Section 88 of the Act bar many Indians from ordinary sources of credit, the section should be amended to permit individual Indians to waive the protection afforded as regards their personal property; and band revenue funds should be subject to attachment in respect of judgments for damages and unfulfilled contracts.

III. Election and Authority of Band Councils

(a) The Act should provide for a term of office for band councils of not more than three years with one-third of the members elected each year.

(b) All band members, who are otherwise qualified, should be allowed to vote at band elections and on any other matter affecting the band if present on the reserve when the election is held.

(c) The chief should be elected by the band members rather than from the elected council.

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(d) An oath of office for band council members should be required.

(e) The Indian Act should set out specific duties and authorities of the Chief.

(f) The Act should provide for filling a vacancy in a band council as soon as possible after the vacancy occurs.

(g) There should be an extensive educational program to acquaint band councils with the Indian Act and regulations and with Council authority.

(h) It should be the definite policy of government to move toward more self-governing bands and to this end more bands should be given control of their revenue funds.

(i) There should be a decrease in ministerial and governmental authority with a concomitant increase in band council authority.

(j) By-law authority under the Act should be combined and additional powers granted.

(k) To assist elected band councils in local self-government, per capita grants on an unconditional basis should be made.

IV. Use and Management of Band Funds

(a) Greater responsibility should be placed upon Indian bands in matters of credit.

(b) Band councils should be enabled to take adequate security on loans with the right to foreclose in case of default.

(c) Where a band does not have sufficient funds for loaning purposes, a system of making secured loans to bands for re-loan to band members should be instituted.

(d) An appropriate penalty should be provided in the Indian Act for misuse of band funds by band councils.

V. Education and Development of Human Resources

(a) Education is the key to the full realization by Indians of self-determination and self-government.

(b) Education of Indian children in schools under the jurisdiction of the provinces should be continued and expanded.

(c) Kindergarten facilities for Indian children should be provided.

(d) The provincial authorities should be approached to ensure that a more comprehensive and accurate account of the Indian people is used and described in history courses and texts.

(e) Agreements should be entered into with provincial authorities to extend adult education facilities to Indians with the program expanded.

(f) Travelling library facilities to Indian communities should be expanded wherever possible.

(g) Academic upgrading and social orientation courses to prepare young Indians for placement or specialized training should be greatly expanded.

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(h) Full support and encouragement should be given to formation of Home and School or Parent-Teacher Associations.

(i) The fullest possible encouragement and incentive should be given to Indian children to go as far as they can in school.

(j) In addition to an intensive educational program, the economic opportunities and environment of the Indian people should be developed.

(k) The Canadian Broadcasting Corporation and other agencies should prepare factual presentations of the Indians' way of life and their contribution to the development of Canada.

VI. Health and Welfare

(a) The question of transferring health services for Indians to the provinces should be discussed at a Dominion-Provincial Conference, but the present health program should be continued and extended until such time as this can be accomplished.

(b) Provincial welfare legislation and services should be used for the benefit of the Indian population.

(c) Social welfare should be placed on the agenda of a Dominion-Provincial Conference with a view to transferring jurisdiction to the provinces.

(d) A substantially increased public investment should be made in Indian housing and sanitation facilities.

(e) A revolving loan fund for housing purposes should be established.

VII. Taxation and Legal Rights

(a) Special depreciation allowances should be allowed Indian commercial fishermen.

(b) All existing liquor restrictions should be deleted from the Indian Act; and the same rights extended to non-Indian citizens of the various provinces be applicable to Indians, except that the right of possession and consumption on the reserve be granted only after approval by a majority vote of the band.

(c) Section 32 and 33 of the Indian Act relating to the sale or barter of produce from reserves in the three Prairie Provinces should be deleted.

(d) Provincial courts should have jurisdiction to deal with Indian estates.

VIII. Indian Administration in General

(a) Indian Affairs should be the subject of a Dominion-Provincial Conference in order that such matters may be transferred to provincial jurisdiction as may be mutually acceptable to the Indian people, provincial and federal authorities.

(b) Another Special Joint Committee of the Senate and House of Commons should be appointed within a period of seven years to review Indian Affairs.

(c) A program of research into the economic, cultural and social

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concepts of the Indian people should be undertaken in conjunction with the provinces and universities.

(d) Community planning and development studies should be continued.

IX. Indian Claims Commission

An Indian Claims Commission should be established to hear the British Columbia and Oka Indian land questions and other matters, and that the cost of counsel to Indians for the two land questions specified above, be borne by the Federal Treasury.

A copy of the Committee's Minutes of Proceedings and Evidence is appended.

Respectfully submitted,

JAMES GLADSTONE,
LUCIEN GRENIER,
Joint Chairmen.

1/1-2-16-1 (CRA)

Ottawa 4, November 19, 1963.

Mr. C. M. Bedford,
370 Dundas Street West,
Toronto 2-B, Ontario.

Dear Mr. Bedford:

I acknowledge receipt of your letter of October 21 in which you request 60 copies of each of our publications.

The National Office of The Canadian Home and School and Parent-Teacher Federation has been sent 60 copies each of the following publications: Indians of British Columbia, Indians of the Prairie Provinces, Indians of Ontario, The Indian Today, Indian Education, and Traditional Linguistic and Cultural Affiliations of Canadian Indian Bands, and stencilled copies of the Report of the Senate and House of Commons, July 8, 1961.

The Meeting of the Ways and Learning for Earning is out of print and no longer available for distribution. The Canadian Indian is being reprinted and is not available for distribution at the present time. However, your name is being put on our mailing list and 60 copies of this booklet will be sent to you as soon as it is completed. When copies of our most recent Annual Report are available for distribution, I shall be pleased to send you sixty copies.

I hope these booklets will be helpful to the work of the Canadian Home and School and Parent-Teacher Association.

Yours sincerely,

J. D. Dowling

for C. I. Fairholm,
Senior Administrative Officer.

WB/rz
Encl.

PA

~~cc. Regional Supervisor, Toronto~~

1/1-2-16-1 (CRA)

Mr. C.M. Bedford,
370 Dundas Street West,

Toronto 2-B, Ontario.

Ottawa 4, November 11, 1963.

Dear Mr. Bedford:

I acknowledge receipt of your letter of October 21 in which you request 60 copies of each of our publications.

I am pleased to send to the National Office of The Canadian Home and School and Parent-Teacher Federation, 60 copies each of the following publications: Indians of British Columbia, Indians of the Prairie Provinces, Indians of Ontario, The Indian Today, Indian Education, and Traditional Linguistic and Cultural Affiliations of Canadian Indian Bands. I also enclose stencilled copies of the Report of the Senate and House of Commons, July 8, 1961.

The Meeting of the Ways and Learning for Earning is out of print and no longer available for distribution. The Canadian Indian is being reprinted and is not available for distribution at the present time. However, your name is being put on our mailing list and 60 copies of this booklet will be sent to you as soon as it is completed. When copies of our most recent Annual Report are available for distribution, I shall be pleased to send you sixty copies.

I hope these booklets will be helpful to the work of the Canadian Home and School and Parent-Teacher Association.

Yours sincerely,

for C. I. Fairholm,
Senior Administrative Officer.

WGD/mh

PA

1/1-2-16-1 (CRA)

Ottawa 4, November 7, 1963.

Mr. C.M. Bedford,
370 Dundas Street West,
Toronto 2-B, Ontario.

Dear Mr. Bedford:

I acknowledge receipt of your letter of October 21 in which you request 60 copies of each of our publications.

I am pleased to send to the National Office of The Canadian Home and School and Parent-Teacher Federation, 60 copies each of the following publications: Indians of British Columbia, Indians of the Prairie Provinces, Indians of Ontario, The Indian Today, Indian Education, our most recently published Annual Report available for distribution and Traditional Linguistic and Cultural Affiliations of Canadian Indian Bands. I also enclose stencilled copies of the Report of the Senate and House of Commons, July 8, 1961.

The Meeting of the Ways and Learning for Earning is out of print and no longer available for distribution. The Canadian Indian is being reprinted and is not available for distribution at the present time. However, your name is being put on our mailing list and 60 copies of this booklet will be sent to you as soon as it is completed.

I hope these booklets will be helpful to the work of the Canadian Home and School and Parent-Teacher Association.

Yours sincerely,

Booklets ordered
on C. & D. 6 8-11-63
B.P. for Sup.

for C. I. Fairholm,
Senior Administrative Officer.

MBC/bc

000178

The Canadian Home and School and Parent-Teacher Federation

INCORPORATED

NATIONAL OFFICE
370 DUNDAS ST. WEST
TORONTO 2-B, ONTARIO
TELEPHONE 368-1307

CRA

October 21, 1963.

Reference File No. 1/1-2-16-1 (CRA)

Mr. G. I. Fairholm,
Acting Senior Administrative Officer,
Indian Affairs Branch,
Department of Citizenship & Immigration,
Ottawa, 4, Ont.

Dear Mr. Fairholm:

Thank you very much for the many booklets you sent me with respect to the Canadian Indians. I have finally found time to go through these booklets and am much impressed with the work that the Indian Affairs Branch is doing. I believe that it would be of value to the Board of Directors of the Canadian Home and School and Parent-Teacher Federation if you could send 60 copies of this material to our National Office in Toronto for distribution to the Board. I am particularly anxious that this material should include the Report to the Senate and House of Commons, July 8, 1961. If this material is not available for free distribution, please inform me before mailing to the National Office.

We have an active committee on Indian-Eskimo Education at the present time chaired by Archdeacon Ahab Spence, Box 519, Sioux Lookout, Ontario and I am sure that a more detailed knowledge of the work of your branch would be of assistance to the work of this committee.

For several years now in Annual Meetings the Federation has passed resolutions dealing with Indian problems. At the present time Archdeacon Spence is drafting a brief which we hope will be presented to the Superintendent General of Indian Affairs in the near future.

Thanking you for your co-operation, I remain,

Yours sincerely,

C M Bedford

C. M. Bedford,
President

CMB/mh

c.c. Archdeacon Ahab Spence

1/1-2-16-1 (CRA)

Ottawa 4, July 3, 1963.

Mr. C. M. Bedford,
1237 Ave. H. North,
Saskatoon, Sask.

Dear Mr. Bedford:

I acknowledge receipt of your letter of June 25 in which you request information concerning the Indians of Canada.

I am pleased to enclose for your information three booklets from our series "The Indian in Transition", four historical booklets, our most recent Annual Report, and a copy of Traditional Linguistic and Cultural Affiliations of Canadian Indian Bands.

The Canadian Indian describes the legal status of Indians, while the other historical booklets outline their progress from pre-European times down to the present. "The Indian in Transition" covers the relationships of Indians to the world of today.

I hope this material will be of value to you.

Yours sincerely,

C. I. Fairholm,
Acting Senior Administrative Officer.

MEG/CM
Enclosure

Adm. 1B 1/1-2-16-1

The Canadian Home and School and Parent-Teacher Federation

INCORPORATED

NATIONAL OFFICE
370 DUNDAS ST. WEST
TORONTO 2-B, ONTARIO
TELEPHONE 368-1307

June 25, 1963.

Department of Citizenship & Immigration,
Indian Affairs Branch,
Ottawa, Ont.

Gentlemen:

I would appreciate receiving a copy of the report of the Joint Committee of the Senate and the House of Commons on Indian Affairs at your early convenience. If you have additional data re Indian affairs that you consider would be useful in giving me an understanding of the Indian people, I would appreciate receiving them.

We have a National Committee on Indian-Eskimo Education chaired by Archdeacon Ahab Spence of North Battleford, Sask. Mr. Spence, in due course, will be making representations with respect to resolutions passed at our Annual Meeting in Winnipeg. Meanwhile, I think it would be useful if I were to become as knowledgeable as I can with regard to matters of concern to the Indian people.

Yours truly,

C M Bedford

C. M. Bedford,
President.

c.c. Archdeacon Ahab Spence

CMB/mh

COPY FOR INDIAN AFFAIRS BRANCH.

1/1-2-16 (Adm.)
CIF/FL

Adm

Ottawa, May 21, 1963.

Mr. R. J. McInnes,
Director,
B.C. Indian Advisory Committee,
Department of Provincial Secretary,
Parliament Buildings,
Victoria, B.C.

Dear Mr. McInnes:

I have for acknowledgement your letter of May 10 addressed to the Minister in which you forward the resolution passed by the British Columbia Indian Advisory Committee regarding the recommendations of the Joint Committee of the Senate and House of Commons on Indian Affairs.

The views of your Committee on the emphasis to be placed on the implementation of the findings and recommendations have been noted with interest, and I can assure you that these will be of assistance to the Department. Thank you very much for bringing them to our attention.

Yours sincerely,

Original Signed by
H. M. JONES

H. M. Jones,
Acting Deputy Minister.

R16 1/10/62

1/1-2-16

THE GOVERNMENT OF
THE PROVINCE OF BRITISH COLUMBIA

DEPARTMENT OF PROVINCIAL SECRETARY

BRITISH COLUMBIA
INDIAN ADVISORY COMMITTEE

PARLIAMENT BUILDINGS,
VICTORIA, B.C.

May 10, 1963.

The Honourable Guy Favreau,
Minister of Citizenship & Immigration,
Citizenship Building,
Ottawa 4, Ont.

Dear Mr. Favreau:

It was with pleasure that the members of the B.C. Indian Advisory Committee learned of your recent appointment as Minister of Citizenship and Immigration under whose jurisdiction the Indian Act operates.

For a considerable period of time the B.C. Indian Advisory Committee has given careful study to the Findings and Recommendations of the Joint Committee of the Senate and the House of Commons on Indian Affairs, under the joint chairmanship of The Honourable Senator James Gladstone and Mr. Lucien Grenier, M.P. All recommendations were endorsed, but it was the considered opinion of the Advisory Committee that emphasis be placed on the implementation of certain sections of the findings as they appear to relate to the immediate needs and problems of the Indian citizens of B.C.

Arising out of the study and subsequent discussions the following motion was passed at a meeting of the B.C. Indian Advisory Committee held in Victoria, B.C., on March 26, 1963:—

> "that this meeting approve in general the summary of the Findings and Recommendations of the Government Committee of the Senate and the House of Commons on Indian Affairs, and is particularly concerned with the implementation of the following sections:-

Section II - Use, Management and Development of Reserve Resources.

> (d) The Indian Act should be amended to clearly indicate the word "surrender" is confined to sale of land.

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Section V - Education and Development of Human Resources.

(b) Education of Indian children in schools under the jurisdiction of the provinces should be continued and expanded.

(c) Kindergarten facilities for Indian children should be provided.

(d) The provincial authorities should be approached to ensure that a more comprehensive and accurate account of the Indian people is used and described in history courses and texts.

(e) Agreements should be entered into with provincial authorities to extend adult education facilities to Indians with the program expanded.

(f) Traveling library facilities to Indian communities should be expanded wherever possible.

(i) The fullest possible encouragement and incentive should be given to Indian children to go as far as they can in school.

Section VI - Health and Welfare.

(a) The question of transferring health services for Indians to the provinces should be discussed at a Dominion-Provincial Conference, but the present health program should be continued and extended until such time as this can be accomplished.

(b) Provincial welfare legislation and services should be used for the benefit of the Indian population.

(c) Social Welfare should be placed on the agenda of a Dominion-Provincial Conference with a view to transferring jurisdiction to the provinces.

Section VII - Taxation and Legal Rights.

(b) All existing liquor restrictions should be deleted from the Indian Act; and the same rights extended to non-Indian citizens of the various provinces be applicable to Indians, except that the right of possession and consumption on the reserve be granted only after approval by a majority vote of the band.

(d) Provincial courts should have jurisdiction to deal with Indian estates.

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Section VIII - Indian Administration in General.

(a) Indian Affairs should be the subject of a Dominion-Provincial Conference in order that such matters may be transferred to provincial jurisdiction as may be mutually acceptable to the Indian people, provincial and federal authorities.

(c) A program of research into the economic, cultural and social concepts of the Indian people should be undertaken in conjunction with the provinces and universities.

Section IX - Indian Claims Commission.

An Indian Claims Commission should be established to hear the British Columbia and Oka Indian land questions and other matters, and that the cost of counsel to Indians for the two land questions specified above, be borne by the Federal Treasury."

It is thought the foregoing motion may be of interest to you and is, therefore, forwarded, herewith, for your information.

For your convenience I attach, hereto, a copy of the Indian Advisory Act of B.C.

Yours truly,

R. J. McINNES,
Director
Indian Advisory Act.

RJMc:ds
Encl.

CHAPTER 186

Indian Advisory Act

Title.

1. This Act may be cited as the *Indian Advisory Act*. 1957, c. 28, s. 1.

Interpretation.

2. In this Act, unless the context otherwise requires,

"Committee" means the British Columbia Indian Advisory Committee established under this Act,

"Director" means the Director appointed under this Act;

"Indian" means a person resident in this Province of the North American Indian race;

"Minister" means the Minister of Labour. 1957, c. 28, s. 2.

Minister to be in charge.

3. The Minister is charged with the administration of this Act. 1957, c. 28, s. 3.

Appointment and powers of Advisory Committee.

4. (1) For the purposes of this Act, the Lieutenant-Governor in Council may establish a committee which shall be known as the "British Columbia Indian Advisory Committee," and which shall consist of a Chairman and such number of other members as the Lieutenant-Governor in Council may determine.

(2) The Chairman and other members of the Committee shall be appointed by the Lieutenant-Governor in Council.

(3) The Chairman of the Committee has the powers of a Commissioner under the *Public Inquiries Act*. 1957, c. 28, s. 4.

Duties of Committee.

5. The Committee shall advise the Minister on all matters regarding the status and rights of Indians, and without limiting the generality of the foregoing it shall

(*a*) consider matters referred to it by the Minister;

(*b*) report its findings and recommendations to the Minister. 1957, c. 28, s. 5.

Remuneration of members.

6. The members of the Committee shall be paid such actual and reasonable expenses as may be incurred by them in the discharge of their duties. 1957, c. 28, s. 6.

Duties of Director.

7. The Director shall

(*a*) act as secretary to the Committee;

(*b*) collect and correlate information relating to Indians;

(*c*) collaborate with other departments of the Government of the Province and of Canada in the compilation of information relating to Indians;

(*d*) study, investigate, and inquire into such questions relating to civil rights of Indians and other matters affecting Indians as may be designated by the Minister;

(*e*) submit to the Minister reports of the studies, investigations, and inquiries, together with such recommendations in connection therewith as may seem proper;

(*f*) each year make a report to the Minister for the year ended on the previous thirty-first day of December of the activities of the Committee and the Director, which report shall be laid before the Legislative Assembly. 1957, c. 28, s. 7.

Employment of staff.

8. There may be appointed, pursuant to the provisions of the *Civil Service Act,* such officers and employees as are necessary for the administration of this Act. 1957, c. 28, s. 8.

Regulations by Lieut.-Governor in Council.

9. The Lieutenant-Governor in Council may make regulations as to any matter or thing which appears to him necessary or advisable for the proper carrying-out of the provisions of this Act. 1957, c. 28, s. 9.

Moneys required for administration.

10. Any moneys required for the administration of this Act, or for the carrying-out of any of the provisions of this Act, shall, in the absence of any appropriation of the Legislative Assembly therefor, be paid out of the Consolidated Revenue Fund. 1957, c. 28, s. 10.

Printed by DON MCDIARMID, Printer to the Queen's Most Excellent Majesty
in right of the Province of British Columbia.
1960

CHAPTER 28

An Act to Amend the Indian Advisory Act

[*Assented to 29th March, 1962.*]

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:—

Short title.

1. This Act may be cited as the *Indian Advisory Act Amendment Act, 1962.*

Amends s. 2.

2. Section 2 of the *Indian Advisory Act,* being chapter 186 of the *Revised Statutes of British Columbia, 1960,* is amended by striking out the definition of "Minister" and substituting the following:—

"'Minister' means the Provincial Secretary."

Printed by A. SUTTON, Printer to the Queen's Most Excellent Majesty
in right of the Province of British Columbia.
1962

"Copy for Indian Affairs Branch"

1/1-2-16 (Adm.)
CIF/mm

Adm

Ottawa 4, May 21, 1963.

Mr. L. J. Wallace,
Deputy Provincial Secretary,
Department of Provincial Secretary,
Victoria, B.C.

Dear Mr. Wallace:

I would refer to your letter of May 8 to the Minister in which you outline the functions of the British Columbia Indian Advisory Committee and forward the views of that Committee regarding the holding of a Federal-Provincial conference on Indian Affairs.

We are certainly pleased with the progress it has been possible to achieve in British Columbia in obtaining for Indians services and benefits on the same basis as for non-Indians. This is the long-term objective and indicative of the steady progress that is being made is the joint statement of policy on social assistance and health services, which came into effect last January.

As you will readily appreciate, I am not in a position to comment at this time on the general question of holding a Federal-Provincial conference to consider the transfer of functions in respect of Indians to provincial jurisdiction. Undoubtedly such a conference, if agreed upon, would require a great deal of preparation by all concerned if the greatest possible benefits were to be obtained.

The interest of the Advisory Committee in this matter is much appreciated and will be kept in mind when the recommendations of the Joint Parliamentary Committee are given further consideration.

Yours sincerely,

Original Signed by
H. M. JONES

H. M. Jones,
Acting Deputy Minister.

NS
RR

THE GOVERNMENT OF
THE PROVINCE OF BRITISH COLUMBIA

OFFICE OF
DEPUTY PROVINCIAL SECRETARY
VICTORIA, B.C.

ADDRESS REPLIES TO:
THE DEPUTY PROVINCIAL SECRETARY

PLEASE QUOTE
FILE No. 10-4.13

May 8th, 1963.

The Honourable Guy Favreau,
Minister of Citizenship and Immigration,
Citizenship Building,
Ottawa 4, Ontario.

Dear Mr. Minister:

You are probably aware that legislation in the Province of British Columbia provides for the establishment of an Indian Advisory Committee by virtue of Section 4 of the Indian Advisory Act, and that administration of the Act falls within the jurisdiction of the Department of the Provincial Secretary. For your convenience I attach hereto a copy of the Indian Advisory Act.

A duty of the Advisory Committee is to make recommendations to the Provincial Secretary on all matters pertaining to the status and rights of the Indian citizens of this Province. At all times the Minister has been most sympathetic toward Indian problems and, whenever possible, is most anxious to promote the policy of integration of Indian and non-Indian citizens with the view towards full citizenship.

In fact, all provinces now actively endorse the principle of assistance to their native people in order to encourage improvement in their social and economic position. As the aims and objectives of all provincial and federal groups associated with the welfare of the Indian people are harmonious, the Advisory Committee of this Province is of the opinion that great benefit and value would result from a multi-lateral discussion of programmes and problems. It is, therefore, strongly suggested the federal government give earnest consideration to implementation of the following recommendations in the final report of the Joint Parliamentary Committee on Indian Affairs:-

> "Indian Affairs should be the subject of a Dominion-Provincial Conference in order that such matters may be transferred to provincial jurisdiction as may be mutually acceptable to the Indian people, provincial and federal authorities."

It appears that to effect progressive improvement in the social and economic position of the Indian people co-operation of provincial and federal groups is essential. An annual interprovincial conference would assure continued unity of purpose and be a vital step toward the ultimate goal of full citizenship for Indian citizens.

Yours very truly,

L. J. Wallace,
Deputy Provincial Secretary.

LJW/mr
Encl.

1/1-2-16-1 (Adm.)
CIF/mn

Ottawa 4, May 21, 1963.

Mr. L. J. Wallace,
Deputy Provincial Secretary,
Department of Provincial Secretary,
Victoria, B.C.

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The interest of the Advisory Committee in this matter is much appreciated and will be kept in mind when the recommendations of the Joint Parliamentary Committee are given further consideration.

Yours sincerely,

H. M. Jones,
Acting Deputy Minister.

1/1-2-16 (Adm.)
CIF/FL

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Director,
B.C. Indian Advisory Committee,
Department of Provincial Secretary,
Parliament Buildings,
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The views of your Committee on the emphasis to be placed on the implementation of the findings and recommendations have been noted with interest, and I can assure you that these will be of assistance to the Department. Thank you very much for bringing them to our attention.

Yours sincerely,

H. M. Jones,
Acting Deputy Minister.

NO. 171-2-16-1

— INDIAN AFFAIRS BRANCH —

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

SUBJECT SPECIAL JOINT COMMITTEE OF SENATE & HOUSE OF COMMONS 1959

VOLUME 9

FROM

TO

FILE NO. 1/1-2-16-1

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Referred To	By	Remarks	Date	PA or BF	By	Date	For C.R. Use
Ref/1	12	Reg	8-9-65	PA	13-9-65		
AMI	12	Reg	22-2-66	PA	AMI	23/2/66	
E	8	Reg	4-11-69	PA	E1	4/12/69	
ADM4	20	79061	6-3-70	PA	EEB	9/3/70	
ACR13	21	w/Coron.	12/9				

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2. File should be retained no longer than is absolutely essential. If a file is frequently needed at short intervals, it is better to B.F. it for two or three days than keep it out of Central Registry indefinitely. This ensures its being completed and kept in order and also gives other officers an opportunity of using it.
3. Central Registry must be notified whenever a file is passed directly between one official and another.
4. All outgoing letters should bear the official file number and originator's designation.
5. ONE SUBJECT—ONE COMMUNICATION—Where the contents of outgoing letters necessarily refer to more than one subject, the originator will prepare additional copies for attachment to relevant files.
6. Correspondence must not be removed from file, except as provided in the regulations governing the conduct of correspondence.
7. Incorrectly filed material will not be removed without notification to Central Registry.
8. Official office designations are to be used for routing purposes.
9. Disposal entries on file jackets must be initialled and dated.
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