

1976-1977 Annual Report

Indian and Northern Affairs



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## Contents

### Parks Canada Program

#### Introduction

#### National Parks

#### Parks for People

#### Federal - Provincial Negotiations

#### Superintendents' Conference

#### Parks Canada Scholarships

#### Atlantic Region

#### Quebec Region

#### Ontario Region

#### Prairie Region

#### Western Region

#### Federal - Provincial Parks Conference

#### National Historic Parks and Sites

#### Atlantic Region

#### Quebec Region

#### Ontario Region

#### Prairie Region

#### Western Region

#### Agreements for Recreation and Conservation

#### Canal Usage

#### Parks Canada and the International Community

#### World Heritage Convention

#### Indian and Eskimo Affairs Program

#### Introduction

#### Education

#### Community Affairs/Local Government

#### Housing

#### Economic Development

#### Indian Economic Development Fund

Financial and Technical Assistance Provided

Re-Assessment

Analysis of Projects Underway

Preventive and Rehabilitative Services

Lands and Membership Branch

Policy, Research and Evaluation Branch

Policy Division

Evaluation Division

Research Division

Office of Native Claims

Comprehensive Claims

Northern Quebec

The Yukon

The Northwest Territories

Nova Scotia

Labrador

British Columbia

Specific Claims

Northern Affairs Program

Introduction

Social and Cultural Development

Economic Development

Education

Training and Employment

Resource Management

Transportation and Communications

Northern Pipelines

Northern Environment

Administration

Environmental Protection

Forest Fire Management

Northern Research

Finance and Administration Program

Regional Offices

## Financial Summary

Comparative Summary of Expenditure and Revenue (in Millions of Dollars) for the Fiscal Years ending 31 March, 1976 and 1977

Budgetary	1975-1976	1976-1977	Increase (or Decrease)
Operating Expenditure	...	...	...
Administration	20.4	21.2	0.8
Indian and Eskimo Affairs	370.1	445.9	75.8
Northern Affairs	197.9	248.5	50.6
Parks Canada	76.2	85.5	9.3
...	664.6	801.1	136.5
Capital Expenditure	...	...	...
Indian and Eskimo Affairs	89.1	109.0	19.9
Northern Affairs	34.6	35.5	0.9
Parks Canada	65.9	66.3	0.4
...	189.6	210.8	21.2
Total Budgetary	...	...	...
Expenditure	854.2	1,011.9	157.7
Revenue*	...	...	...
Indian and Eskimo Affairs	0.2	0.2	0.0
Northern Affairs	0.0	0.0	0.0
Parks Canada	10.9	10.7	(0.2)
Total Budgetary Revenue	11.1	10.9	(0.2)
Net Budgetary Expenditure	843.1	1,001.0	157.9
Non-Budgetary	...	...	...
Loans Investments	...	...	...
Advances, etc. Indian and Eskimo Affairs	18.6	9.7	(8.9)
Northern Affairs	19.0	(62.2)	(81.2)
Total Budgetary Revenue	37.6	(52.5)	(90.1)
Total Expenditure (Gross)	891.8	959.4	67.6

[\*Includes only receipts and revenue credited to Votes.]

## **Indian and Eskimo Affairs Program**



## **Introduction**

As of December 31, 1976, there were 288,938 registered Indians in Canada, a net increase of 6,172 over the previous calendar year. The Indian and Eskimo Affairs Program of the Department exists to serve these people and approximately 4,252 Inuit, most of whom live in Nouveau-Québec.

The Indian and Eskimo Affairs Program seeks to assist the Indian and Inuit population in participatory decision-making through their band councils and Associations as well as in the formulation and implementation of policies and programs designed to assist them in achieving their cultural, economic and social aspirations within the Canadian society.

This is part of the continuing change in the Department's role from one of control and direction to one of support and of bringing the necessary resources to the Indian populations, so that a wider range of decisions can be taken by Indian people themselves.

One example is the Technical Report on housing presented to the Minister in May, 1976, by the Joint Working Committee of the N.I.B. and DIAND. The report recommended a housing program utilizing funding resources of CMHC, Manpower and immigration and DREE, but administered and implemented by the Indians themselves.

During 1976-1977, the management of more capital, operations and maintenance funds was transferred to bands for programs such as community infrastructure, maintenance and development, social services, education and job placement. Consultation, negotiation and partnership are the key elements of the program.

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## **Education**

Since 1973 the Indian and Eskimo Affairs Program has increasingly emphasized the implementation of a policy of local control of education. This policy, reflecting the principles of the National Indian Brotherhood's policy paper presented to the government in 1972, includes the exercise by Indian people of parental authority and control over the education of their children.

Sixty-two bands or education authorities manage their own schools on reserves and others manage their total education program. In more than 200 bands, the Indian community controls some part of the education program.

Indian band representation is increasing on provincial school boards, reflecting the fact that more than half the Indian student population attends schools operated by provincial boards. Approximately 88 Indian people are now formally members of school boards in various provinces.

Increasing Indian enrolment and success in education are a major goal of the Department. During 1976-1977, there were 3,577 Indian students attending university and affiliated training colleges, including students following professional training courses and students enrolled in nurse and teacher training.

Indian post school vocational enrolment now stands at 6,170, an increase of 1,058 over last year.

Indian enrolment at secondary and elementary school levels is increasing at a stable rate. Indians in secondary schools now comprise 17 per cent of the Indian enrolment (compared to seven per cent in 1960) and the rate of annual increase is steady at about eight per cent. The number of students enrolled in elementary schools appears to be increasing more slowly. Enrolment is expected to remain constant for the next few years. Total Indian enrolment in federal schools in 1976-1977 stood at 33,187. Enrolment in non-federal schools (where Indian students are assisted through the payment of tuition fees to provincial school authorities) stood at 38,530, making the total number of Indian pupils in elementary and secondary schools 71,717,

1	The National Indian Brotherhood and the Department are working together to improve housing for Indian people.
2	Cultural/educational centres offer a wide range of cultural activities to Indian and Inuit people.
3	Cultural enrichment adds a new dimension to education for Indian and Inuit children of all ages.
4	Native language instruction helps children to retain the values and traditions of their distinctive culture.

Ensuring that the education Indians receive helps to preserve and maintain Indian culture is also a major concern. Towards that end, the Department encourages the introduction of cultural enrichment programs—programs now offered in the majority of provincial schools. Indian languages, either as the language or the subject of instruction, are now offered in about 200 federal and 50 provincial schools.

The Department also provides financial and other support to Indian cultural/educational centres. Program content varies widely depending on the cultural and educational needs of the groups involved. These centres have been involved in language research projects, some of which are now operational and some are in the process of completion.

### **Community Affairs-Local Government**

For more than 10 years the Department has actively assisted Indian people to develop the expertise necessary to manage their communities.

Under departmental programs, capital and operating funds are provided to bands for programs such as the development and maintenance of community infrastructure, social services, policing and recreation.

During 1976-1977, Indian and Inuit councils administered the expenditure of approximately \$147 million in public funds and more than \$55 million in band funds on a variety of local government projects, as compared with approximately \$120 million in public funds and \$20 million in band funds in the preceding year.

Along with capital, operation and maintenance funds, the Department provides "core funds" to band councils. Core funds are provided on the basis of total band membership and are used to finance items such as band offices and associated operating costs, support staff, salaries, professional advisory services and honoraria, and travel costs for chiefs and councillors. Additional funds to help cover the costs of administering various programs are provided at levels negotiated for each program activity.

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The development of local control is a gradual process. Bands wishing to assume responsibility for administering their own affairs have usually done so step by step. Training and advisory services are provided by the Department as required to assist local community members in becoming fully aware of the scope and implications of the programs they take over. Some powers, it should be noted, are vested in the Minister through the Indian Act and cannot be transferred.

## **Housing**

Housing assistance is provided for registered Indians and Inuit who live on or off reserves. The On-Reserve Housing Program enables steadily employed Indian people to receive CMHC loans guaranteed by the Minister. During a six year period up to the fiscal year ending in March, 1977, 422 houses were constructed under this program and \$6 million was guaranteed by the Minister. In addition, 729 houses were constructed through the use of project loans with \$10.4 million guaranteed by the Minister.

Indians living on reserve may secure housing through the Subsidy Housing Program. Nearly 11,880 new houses were built and renovations to 8,500 existing homes have been undertaken under this program during the past six years. A total of \$151 million has been provided for the purpose.

Indian individuals and families living off reserves, who are able to give assurance of continuing employment, can qualify for a repayable first mortgage from CMHC and a forgivable second mortgage from the Department. Since 1967, some 1,931 houses have been purchased under this program at a cost of \$15.3 million in second mortgages.

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In May, 1976, the joint NIB/DIAND Working Committee presented its Technical Report to the Minister of DIAND. The report recommended a housing policy utilizing funding resources of CMHC, Manpower and Immigration, and DREE. Agreement has been reached with the participating federal departments and agencies on their involvement, and a presentation to Cabinet will be made early in fiscal year 1977-1978.

## **Economic Development**

### **Indian Economic Development Fund (I.E.D.F.)**

The establishment of the Indian Economic Development Fund (I.E.D.F.) in 1970 represented a landmark in the history of Indian Economic Development. The Fund formed a financial base for the department's major mandate to assist Indian people to develop income opportunities and create employment. A source of capital was provided to Indian businessmen and businesses, helped and encouraged by the provision of access to basic management skills and technical expertise.

From the outset, an important feature of the Fund was that Indian people be involved in the design and delivery of economic programs.

### **Financial and Technical Assistance Provided**

During the fiscal year 1976-1977 the Indian and Eskimo Program has approved 1,021 loans for a total value of \$17,094,982 and has guaranteed, in whole or in part, 51 loans obtained from private sources, totalling \$2,525,104.

Main estimates during this fiscal year authorized approximately \$15 million in grants and contributions. The Economic Development Branch has provided to Indian enterprises a total of 588 grants and contributions for start-up costs, for a total of \$7,855,266. To help Indian people to establish their own enterprises, the Branch, through the I.E.D.F., assisted them with business planning and helped to provide other professional and technical services. A total of 2,786 new jobs was created in 1976-1977.

In the first six years of the Fund's operation approximately 8,400 employment man-years were created. Financing was advanced to enterprises in agriculture, forestry, fishing, trapping, construction, real estate, manufacturing, transportation, communications and wholesale-retail operations.

1	An estimated 45,000 jobs need to be created to raise Indian employment to the national rate.
2	Agriculture is still an important way of life for many Indian people, particularly on the Prairies.
3	Indian people are developing the management and technical skills to compete in the marketplace.

### **Re-Assessment**

When the I.E.D.F. was established in 1970 it was very much a new venture. A review of experience to date indicates that many of the projects financed by the Fund were too ambitious and beyond the initial capacity or ability of the Indian people involved. Some Indian economic development enterprises have found and will continue to find the business environment overpowering.

The fact remains that an estimated 45,000 jobs will have to be created to bring Indian employment within an acceptable national range. In so doing, conventional developmental approaches, which have tended to impose inappropriate technologies on Indian businesses and communities, are being abandoned. Such technologies, designed for urban communities with complex support resources, have generally not worked for Indian communities. To allow sufficient time for Indian enterprises to prosper and have local impact, costs are being covered on a subsidy basis, thus facilitating the development of sufficient management capabilities for Indian projects to enter the marketplace and compete on an equal footing.

### **Analysis of Projects Underway**

Recent evaluation by the Indian and Eskimo Affairs Program shows that about two-thirds of available funds and a hidden proportion of human resources have been used to maintain projects which require fundamental changes both to structure and capitalization or, in some cases, winding up. Considering the investments made this can be a costly step but far less costly than the long term maintenance of fundamentally unsound enterprises and the attendant disillusionment and certain demoralization of those engaged in them. At the same time, in reviewing the economic development portfolio, the Branch will continue to re-capitalize and restructure worthwhile projects.

During the fiscal year the Economic Development Branch has been in the midst of a project by project analysis. The objective of this study is to ensure that whatever employment or earning opportunities can be made available to Indian people are made available on a long-term basis and in keeping with their life styles and their pace of development. Such resource planning, based on a socioeconomic strategy as opposed to a purely economic approach, will take place at the band level and in consultation with various Indian interest groups.

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## **Preventive and Rehabilitative Services**

The development of preventive and rehabilitative services is also given a high priority by the Department. In the area of alcohol and drug abuse, regional advisory boards encourage Indian groups and communities to develop appropriate projects. The regional boards recommend proposals to a national advisory board for consideration and approval.

## **Lands and Membership branch**

The Branch administers Crown land set aside for the use and benefit of Indian bands, exercising the Government's responsibility by ensuring that treaty and other obligations are met insofar as they relate to land issues. It also ensures fulfillment of statutory responsibilities under the Indian Act with respect to the administration and management of Indian lands. The economic development of the Indians is supported by the disposition of rights to Indian lands under lease or licence.

The Government's responsibility for administration of the membership of the Indian people of Canada is exercised, within the Lands and Membership Branch, by the Registrar, who ensures that treaty obligations are met and that statutory responsibilities under the provisions of the Indian Act are fulfilled.

A further responsibility of the Branch is the administration of mineral resources on and under Indian lands and some surrendered lands by assisting in obtaining maximum involvement of and benefit in the mineral sector of the national economy on behalf of the Indian people.

The two major statutes under which the Branch acts are the Indian Act and the Indian Oil and Gas Act. There are, however, fourteen other statutes such as the Public Lands Grants Act and acts relating to land and natural resources in various provinces and some reserves, which govern Branch activities.

The total land administered comprises some 6.3 million acres of reserve land and up to 15 million acres of surrendered land. There are 2,196 reserves and some 79 settlements involving a total of 568 bands.

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Decentralization of land management functions to Regions and bands, initiated in 1974, was pursued with vigour during 1976-1977, as the chart on page 42 indicates.

A field office has existed for some years to provide advice and assistance on mineral rights, resources and affairs of Indians, to departmental offices at Headquarters and elsewhere, to other government agencies and to industry. This is located at Calgary, Alberta. Its main emphasis is on oil and gas. In early 1977 another office was set up in Toronto, Ontario, to perform the same function with respect to mining. Proprietary management of Indian minerals has taken on an entirely new importance in recent years. Oil and gas revenues available to Indian people from their lands have soared to an annual figure of \$60 million. Mining revenues are also expected to show a significant growth in future years.

Encouragement has been given to Indian families to administer the estates of their deceased members instead of leaving it to departmental officers. To this end, a pamphlet has been published which contains information on making a will and the estate provisions of the Indian Act. In addition, a Register and Repository for Indian wills was also established during 1976-1977 by the Lands Administration Division in conjunction with the Property and Estate Management Division.

In Membership Division, training for and transfer of Membership functions were increased significantly while maintaining a centralized registry of membership information, with decentralization to Regions of functions which cannot be transferred to bands.

### **Policy, Research and Evaluation Branch**

During 1976-1977 the former Policy, Planning and Research Branch was greatly strengthened and reorganized as the Policy, Research and Evaluation Branch. Accompanying policy development are the required research and evaluation mechanisms. The mandate of the Policy, Research and Evaluation Branch, consistent with Indian-Government partnership principles is: a) the assessment and development of national policy; b) the undertaking and support of the claims settlement process, and c) the evaluation of existing programs and structuring of evaluation criteria of existing programs.

To carry out its mandate, the Branch is separated into three divisions.

## **Policy Division**

The Policy Division assesses and develops national policies which will help achieve the objectives of the Indian and Eskimo Affairs Program and the principles established within Indian-Government partnership. The Policy Division liaises with Indian Associations to provide support in the development of policy in relation to revision to the Indian Act and other matters. The Division also provides input to federal-provincial-Indian discussions, claims negotiations, interpretation of hunting, fishing, trapping and taxation rights as well as advice and guidance to the operational programs of the Department.

## **Evaluation Division**

The Evaluation Division was established to equip the Department with a capability of assessing program effectiveness. The function of program evaluation also gives Indian people an opportunity to assess the impact of specific programs. The objectives of the Evaluation Division are: a) to initiate, coordinate and manage resources and activities in order to evaluate programs; b) to facilitate management decision-making, policy/program development and accountability and, 6) to facilitate the long range perspective, skills and methodologies of evaluation within the Indian and Eskimo Affairs Program, bands and Indian Associations. Evaluation is carried out not only to evaluate existing programs but as a prerequisite to future planning.

## **Research Division**

The Research Division undertakes and directs research relating to policy and program formulation, identifies and assesses historical events, significant legal instruments and other documentary evidence on government commitments under Treaties or other agreements. In the function of supporting the land claims settlement process, the Research Division acts as the funding arm of the Indian Affairs Program with respect to claims negotiations. The Research Division also provides input into the Indian Act Revision process by providing funding to the NIB Indian Act Revision Committee and by providing consultation, liaison and research through the Division's Research Reference Service and the Treaties and Historical Research Centre.

- |   |  |
|---|--|
| 1 | Annual festivals and pow wows provide an occasion to revive traditional games and sports.                |
| 2 | Arts and crafts skills of long ago are translated into present day employment and earning opportunities. |

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**Expenditures 1976-1977**

Operating Expenditures	Millions of \$
Community Affairs	160.6
Education	196.6
Administration*	36.8
Research and Liaison	...
(Indian Consultation and Negotiation)	11.3
Economic Development	37.8
Band Work Program	0.3
Total Operating Expenditures	443.4
Capital	...
Community Affairs	68.9
Education	29.3
Administration	3.5
Economic Development	6.7
Band Work Program	0.7
Total Capital Expenses	109.1
Totals by Program	...
Community Affairs	229.5
Education	225.9
Administration	40.3
Research and Liaison	...
(Indian Consultation and Negotiation)	11.3
Economic Development	44.5
Band Work Program	1.0
Total Program	552.5

[\*Includes Expenditures for Indian Annuities and Miscellaneous Pensions.]

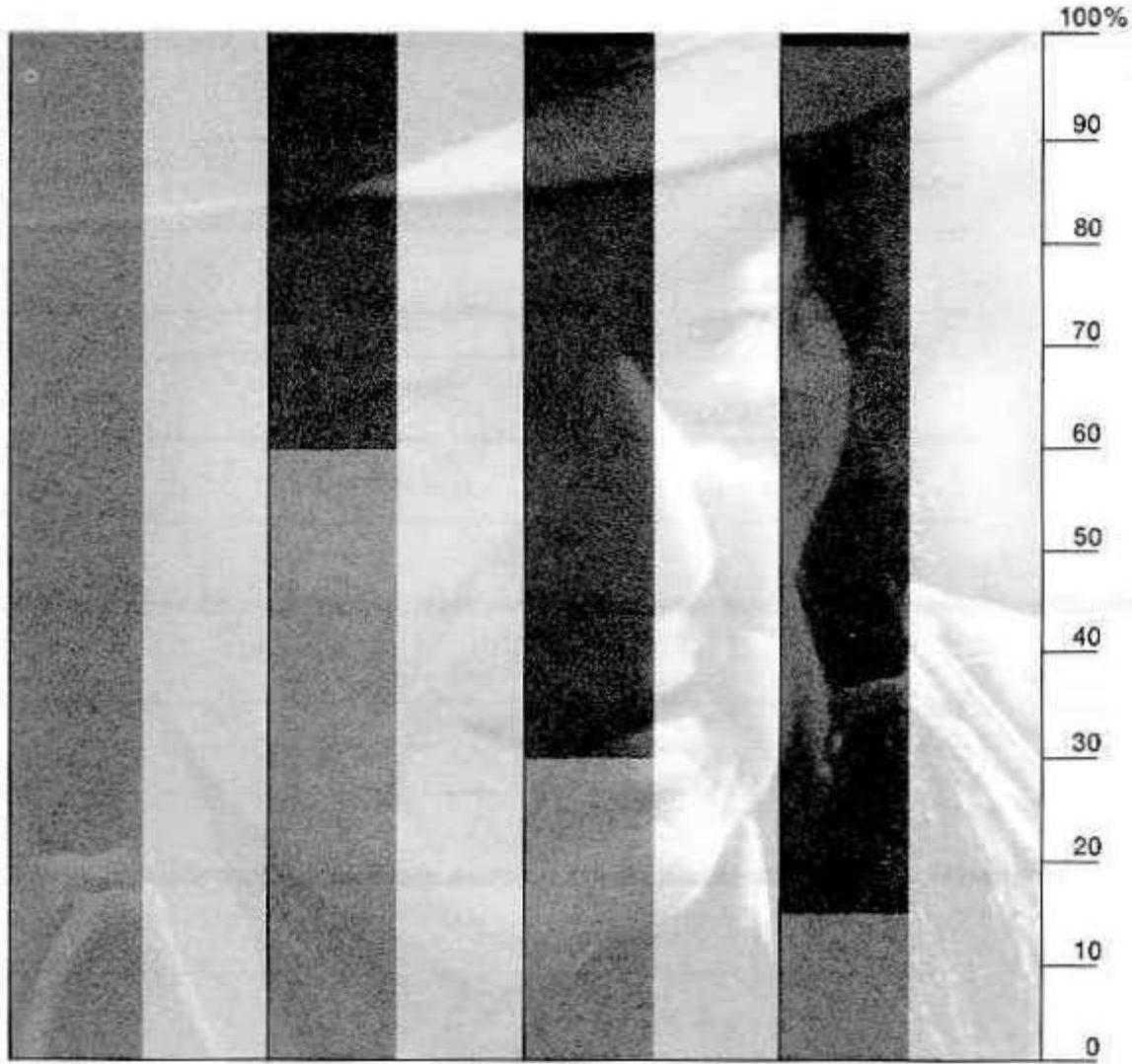
**Economic Development**

Indian Economic Development Account	...
Continuing Account Authority	\$70,000,000
Number of loans approved	1,021
Total of loans approved	\$17,094,982
Total amount advanced	\$17,866,697
Repayments during year	\$10,860,020
Amount outstanding- March 31, 1977	\$54,525,243
Loans guaranteed	...
Number	51
Total of guarantees	\$2,525,104
Grants plus contributions	...
Number approved	558
Total approved	\$7,855,266
Employment	...
Jobs created	2,786

# Land Management Functions

Progress of Decentralization\*  
Évolution de la décentralisation

Pre/avant 1973      1974-1975      1975-1976      1976-1977



- Band  
Bandes
- Region  
Régions
- Headquarters  
Administration centrale

\*Property and Estates Management  
\*Gestion de l'immobilier et des successions





On August 8, 1973, the Federal Government announced its policy on claims of Indian and Inuit people. On the one hand, this policy reaffirmed the Government's commitment that lawful obligations to Indian people must be met. The Government would continue to recognize grievances that Indian people might have about the Government's administration of Indian lands and other assets under the various Indian Acts and Regulations, and those regarding the actual fulfillment or interpretation of the Indian Treaties or Agreements and Proclamations affecting Indians and reserve lands. These grievances generally arise in areas where native people have entered into treaties or formal agreements with the Federal Government, or where reserves have been established. Claims made on the basis of these grievances are termed "specific claims".

At the same time, however, the policy also formally recognized, for the first time, the existence of a native interest in those areas of Canada where it had not been extinguished by treaty or superseded by law (Northern Quebec, the Yukon and most of British Columbia and the Northwest Territories). This interest, variously described as "aboriginal interest" or "native interest", has never been definitively expressed in Canadian law, but it relates to traditional and prior usage and occupancy of land by native people in these areas.

The 1973 policy recognized that non-native occupancy of land in these areas had not taken this interest into account, had not provided compensation for its gradual erosion, and had generally excluded native people from benefiting in developments that might have taken place as a result of non-native settlement. The policy stated that claims made by native people on this basis should be settled through negotiation between the Governments and the native groups concerned. Such claims are termed "comprehensive claims".

As outlined in the 1973 policy, comprehensive claim settlements should contribute to the cultural, social and economic development of the native claimants, and the policy anticipated that the most promising way of reaching settlement would be through negotiation.

One of the main purposes of the negotiation process is to translate the native interest into concrete and lasting benefits in the context of contemporary society. Settlement can consist of many elements, such as lands; cash; hunting, fishing and trapping rights; resource revenue sharing, and native participation in local and regional structures of government. The purpose of final settlement is to confirm these benefits in legislation in order to give them the stability and binding force of law.

The Office of Native Claims, established within the Department of Indian Affairs and Northern Development in 1974, represents the Federal Government in both comprehensive and specific claims negotiations with native groups, and recommends policies relating to the development of claims and the conduct of negotiations.

In addition, a joint Committee of Cabinet Ministers and the Executive of the National Indian Brotherhood (N.I.B.) agreed in December, 1975, to examine in depth the Indian claims process and review alternative ways of dealing with specific claims, including adjudication and arbitration as well as litigation and negotiation. During 1975, a Joint Sub-Committee on Indian Rights and Claims was also created. This Sub-Committee is currently chaired by the Honourable A. J. MacEachen and includes the Minister of Indian Affairs and Northern Development, the Minister of Justice, and three members of the N.I.B. A Canadian Indian Rights Commission was established under the Joint Sub-Committee and selection was made of two Indian Rights Commissioners—one in the Prairies and one in Ontario.

Between 1970 and March, 1977, approximately \$8.2 million in loans and contributions was disbursed by the Federal Government to native groups for research into treaties and rights relating to specific claims. In addition, more than \$14 million was provided for the development and negotiation of comprehensive claim proposals.

1	Negotiations continued with Northern Flood Committee representatives (here with mediator Leon Mitchel (left)) regarding compensation for adverse effects on Indian reserve of Manitoba's Churchill River hydro-electric project.
2	Discussions of the Yukon Planning Council have been laying a solid base for an Agreement-in-Principle.
3	The Naskapis of Schefferville hope to see their claim settled soon under the "Northeastern Quebec Agreement" with Quebec and Canada.
4	On October 25, 1976, the Indian Brotherhood of the Northwest Territories made their claim presentation to Warren Allmand, Minister of Indian and Northern Affairs.

## Comprehensive Claims

### Northern Quebec

The James Bay and Northern Quebec Agreement between the Federal Government, the Province of Quebec, the Grand Council of Crees (of Quebec) and the Northern Quebec Inuit Association was signed on November 11, 1975. It was the first comprehensive claim settlement of its kind in Canada. In addition to land and financial compensation, the Agreement provides the approximately 10,700 Crees and Inuit beneficiaries with concrete social and economic benefits; hunting, fishing and trapping rights; control over education; substantial participation in local and regional government, and environmental protection.

The Agreement will be given full force and effect upon Proclamation of parallel Federal and Provincial legislation for that purpose. The Provincial legislation (Bill 32 and Bill 40) was passed on June 30, 1976. Federal legislation (Bill C-9) was introduced into Parliament on October 21, 1976, given second reading December 7, and subsequently referred to the Parliamentary Standing Committee on Indian Affairs.

Although the Agreement will take effect only upon Proclamation, discussions on implementing the terms of the Agreement have been in progress since its signing, and the transitional measures provided for are now being applied. The first two compensation payments have been deposited by Quebec and Canada to financial institutions designated to hold the money in trust for the Crees and Inuit until the Agreement is in force and the native legal entities have been created. The first payment of \$20 million (Federal share \$8,733,400) was made on March 31, 1976, and the second payment of \$16 million (Federal share \$6,986,720) was made on January 1, 1977. During 1976-1977, an Enrollment Commission, comprised of all parties to the Agreement, proceeded with the preparation of an official list of beneficiaries under the Agreement. The Cree Income Security Board was established by the Provincial Government in August, 1976, to carry out the necessary duties with relation to the Income Security Program for Cree Hunters and Trappers. The Hunting, Fishing and Trapping Co-ordinating Committee continued to work toward the implementation of the hunting, fishing and trapping regime established by the Agreement. A working group consisting of representatives of the Federal

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Government and the Grand Council of Crees held a series of meetings to establish the terms of the proposed special legislation for Category 1 (a) lands. Additional working groups discussed the implementation of other aspects of the Agreement, such as education, health and social services, economic development and the environment.

In accordance with Federal claims policy, the Federal Government indicated its willingness to meet with other native groups who were not signatories to the Agreement but who may have an interest in the area affected by it. In this regard, negotiations with the Naskapis of Schefferville are continuing at an accelerated pace.

### **The Yukon**

Discussions continued between the Council for Yukon Indians (C.Y.I.) and the Federal Government. On October 19, 1976, the Federal Government appointed Dr. J. K. Naysmith of the Office of Native Claims as its Special Claims Representative, with responsibility for the negotiations on the Yukon claim in collaboration with other interested Federal Departments and agencies.

A "co-operative planning" approach to the Yukon native claim was agreed to at a meeting between the C.Y.I. and Federal and Territorial representatives in Whitehorse January 18-28, 1977, and a Planning Council was established as the body responsible for the conduct of negotiations, replacing the previous negotiating forum. It is composed of C.Y.I. Chairman Daniel Johnson, Commissioner of the Yukon Arthur Pearson, and Federal Claims Representative Dr. Naysmith. In addition to the Planning Council, working groups were set up, composed of representatives appointed by each party on the Council. Several public meetings helped keep the public aware of the progress of discussions on the claim.

Formal negotiations began in early February with the tabling of Planning Council Document #1 describing the co-operative planning process. In March, the Planning Council tabled Document #2 which dealt with the goals and objectives of the Yukon Indian people, and Document #3, outlining the criteria for eligibility. Work then began on a fourth Document (a "Settlement Model"), describing the goals of the Yukon Indians and the ways in which they could be achieved.

### **The Northwest Territories**

On October 25, 1976, the Indian Brotherhood of the Northwest Territories formally presented its claim to the Minister of Indian Affairs. During the following months discussions took place between representatives of the Brotherhood and Federal and Territorial officials.

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Native claims in the N.W.T. were also an aspect of the Mackenzie Valley Pipeline Inquiry hearings which, on October 15, 1976, completed two and a half years of hearings to determine the social, environmental and economic impact of a proposed northern gas pipeline and the terms and conditions of its construction should it be built. The Federal Government provided northern native groups with a total of \$1¼ million to make presentations before the Inquiry.

In September, 1976, the Inuit Tapirisat of Canada withdrew its claim proposal for the establishment of a separate "Nunavut" territory which it had presented to the Federal Government in February, 1976, in order to make changes to it. A Land Claims Commission for the Northwest Territories was subsequently established by I.T.C. with over-all responsibility for the land claims project in the N.W.T.

On December 14, 1976, the Committee for Original Peoples' Entitlement (COPE) announced that it would be proceeding with the development of its own claim (separate from a revised I.T.C. proposal) because of the possibilities of development which would directly affect the Western Arctic region. The Federal Government and I.T.C. agreed to this, and arrangements were made for separate funding. The claim proposal is expected to be submitted in the spring of 1977.

#### Nova Scotia

The Union of Nova Scotia Indians continued its archaeological, anthropological, historical and legal research in preparation for a claim submission. Formal submission to the Minister of a claim based on aboriginal rights is expected in April, 1977.

#### Labrador

On March 4, 1977, the Labrador Inuit Association forwarded to the Minister a claim on behalf of 2,500 Inuit and native settler people to lands in northern Labrador. The Federal Government is now reviewing the claim. The Federal Government also expects to receive a claim proposal later in 1977 from the Naskapi-Montagnais Innu Association which represents the Indian people of Labrador.

## **British Columbia**

The Nishga Tribal Council presented an initial statement of their claim to the Federal and Provincial Governments on April 27, 1976. At a Federal-Provincial meeting on November 25, 1976, the B.C. Minister of Labour and the Minister of Indian Affairs agreed to develop a joint response to the Nishga claim. The Federal aspects of that response were sent to the Province on February 26, 1977. With regard to other claims that have arisen or might arise in British Columbia, the Province has indicated that it would be prepared to deal with them only after substantial progress has been made on the Nishga claim.

### **Specific Claims**

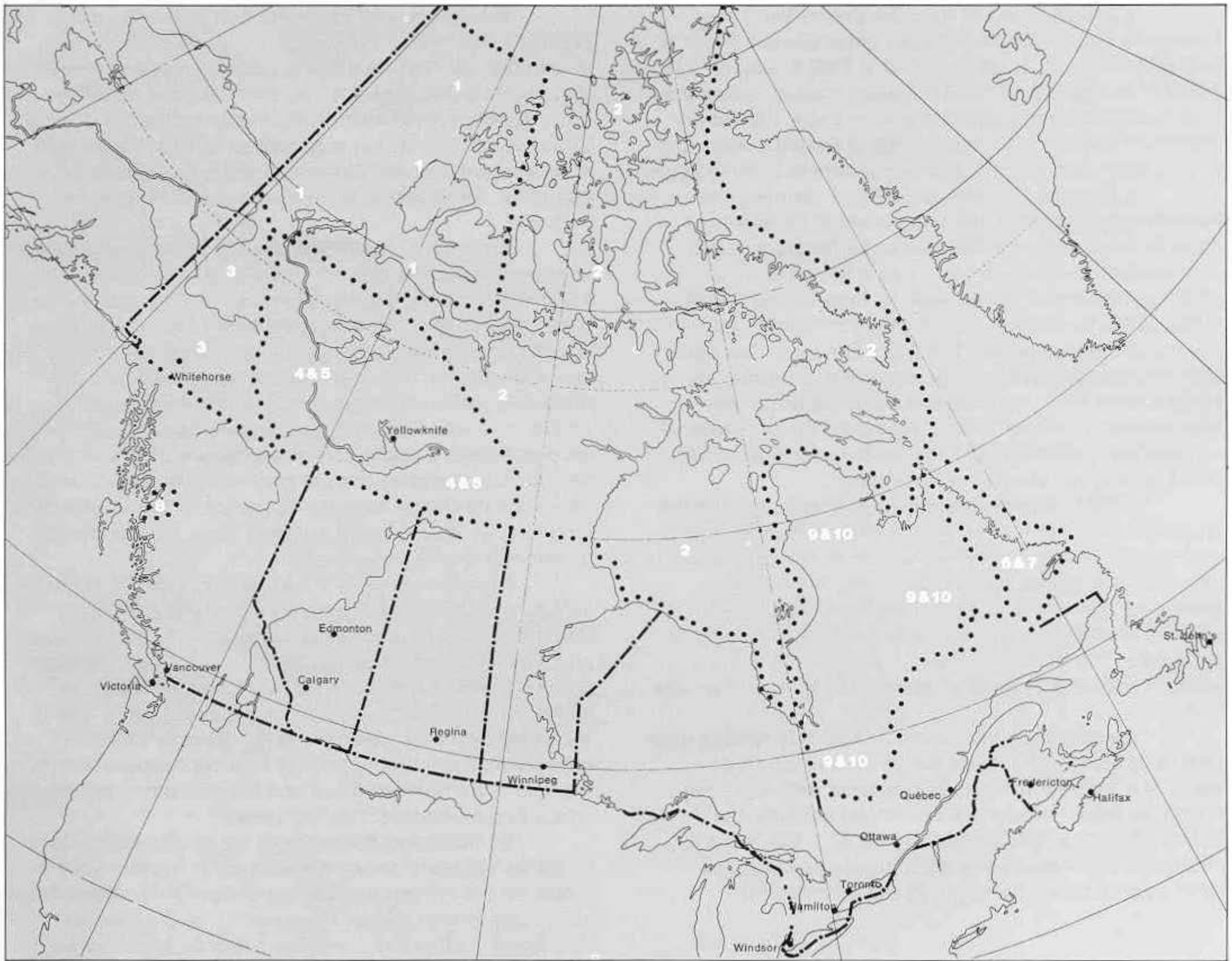
In Saskatchewan, settlement was reached with the Canoe Lake Band concerning their claim that, despite the fact they were signatories to Treaty No. 10, their ammunition allotment had for several years been based on the lesser Treaty No. 6 scale. The Band accepted \$4,366.17 in full settlement of its outstanding entitlement.

The Federation of Saskatchewan Indians, the Province of Saskatchewan and the Federal Government agreed to the basic principles of settling outstanding Treaty land entitlements in that Province. Discussions and negotiations have been continuing with the Bands with outstanding entitlements, and an agreement is expected later in 1977. Similar discussions are also anticipated with Alberta and Manitoba to resolve the question of outstanding Treaty land entitlements in those Provinces.

In Manitoba, negotiations continued between the Northern Flood Committee and the Federal and Provincial Governments regarding compensation for five northern Manitoba bands (represented by the Committee) for adverse effects on their communities of Manitoba's Lake Winnipeg Regulation and Churchill River Diversion Project.

1	Committee for Original Peoples' Entitlement (COPE).
2	Inuit Tapirisat of Canada (ITC).
3	Council for Yukon Indians (CYI).
4	Indian Brotherhood of the N.W.T. (IBNWT).
5	Métis Association of the N.W.T.
6	Labrador Inuit Association (LIA).
7	Naskapi Montagnais Innu Association.
8	Nishga Tribal Council.
9	Grand Council of Crees (of Quebec) (GCCQ).
10	Northern Quebec Inuit Association (NQIA).





The areas indicated on this map represent only approximate boundaries of the areas that have been claimed by the various native associations. The actual elements of final agreements on such claims, including the question of lands, will be the subject of ongoing discussions and negotiations between all parties involved in reaching final claim settlements.

In Alberta, a claim from the Enoch Band near Edmonton concerning the alleged improper surrender and sale of 6,300 acres of reserve land in 1908 is expected to proceed to trial later in 1977 to obtain a court decision as to its validity. Several other bands have also filed statements of claim in the Federal Court of Canada alleging, among other things, improper surrenders of reserve lands.

In Ontario, the Temagami Band informed the Federal Government in 1973 that it would be making a claim to 4,000 square miles near Lake Temagami, and subsequently filed cautions on this area, which is unpatented Provincial Crown land. In January, 1977, a decision of the Director of titles for the Province lifted several of these cautions. The Band appealed that decision, and appeal proceedings are now expected to resume later in 1977. Negotiations continued with the Mohawks of the Bay of Quinte regarding the purchase of replacement lands in exchange for the surrender of 200 acres of long-term leased reserve land.

In the Maritimes, negotiations continued with the Wagmatcook (Middle River) Band of Nova Scotia, concerning the Band's claim that its reserve land had been improperly alienated by Canada. In Big Cove, New Brunswick, a claim by the band that its interest in 400 acres of land had never been extinguished was being negotiated by the Department with a view to achieving a settlement based on cash compensation and/or alternate lands.

Specific claims activities in British Columbia have related to the issue of lands cut off from reserves as a result of a 1912-1916 Royal Commission. Meetings continued between Federal and Provincial officials and the Indian Cut-Off Lands Committee in British Columbia to determine respective responsibilities in negotiations towards a settlement with the 23 bands involved.

Northern Affairs Program

## **Introduction**

The challenge in a national northern policy is the pacing of development so it does not destroy the life style of the northern people or the delicately balanced natural environment.

To meet the challenge, federal policies have been designed to stimulate and strengthen people-oriented programs so northern people will have a stronger voice in shaping the pace of social and economic change-and a better chance of adjusting to it.

Consultation with native groups on employment and economic opportunities-which include training in government and industry to open career opportunities for native people-is emphasized. Northern programs also stress the importance of safeguarding cultural values.

The Department insists on equality of opportunity for all northern residents by means which are compatible with their perceptions and aspirations. This goal also reflects environmental concerns and puts them in the context of both social and economic development. The government sees resource-related development as a means of strengthening the economy in the two territories-by promoting their self-reliance and enhancing their contribution to the national economy.

To protect the North, the government developed guidelines to assist the petroleum industry in formulating plans for the construction of proposed northern oil and gas pipelines. Prepared in the early 1970's, these guidelines linked environmental protection, pollution control, Canadian ownership and participation and the training and employment of northern residents.

Since this basic northern policy was adopted in 1972, the federal government has taken some significant steps to give it practical effect. The Department has continued substantial funding to northern Indian, Inuit and Métis organizations to strengthen their capacity for communication and consultation with both their own people and governments. They also have been funded so that they can investigate and develop land claims. This gives northern native groups an opportunity to exert a greater influence on the political, social and economic evolution of the Yukon and Northwest Territories.

In environmental management, significant strides have been made to protect the environment while involving northern people in the process. Land use regulations, for example, were extended into the eastern Arctic region and steps were taken to decentralize the operations of the Land Use Advisory Committees. These committees actively consult residents in communities, as well as other interest groups and individuals, who are likely to be affected by specific land-use applications. In the same way, the Northern Inland Waters Act was the first of its kind in Canada to automatically require public hearings for every licensing application.

But it is in the area of oil and gas exploration and possible pipeline construction, where the need for a careful balancing of the priorities of people and environment in relation to resource development is most acute and, at the same time, where the problems are of the greatest complexity.

### **Social and Cultural Development**

The Inuit Language Commission has established an Inuit writing system using an orthography based on the commonly used syllabic characters and roman letters. A recently developed syllabic typewriter element is being modified to reflect these changes.

In co-operation with the National Film Board and the Secretary of State, which gave technical assistance, the Department of Indian and Northern Affairs assisted individual Inuit film makers and groups, such as the Nunatsiakmiut Communications Society of Frobisher Bay. All have made films for public viewing.

Grants were made to Inuit individuals, groups and organizations requiring assistance in maintaining their cultural identity within the framework of the Canadian way of life. Inuit artists were encouraged to attend major exhibitions of their works, research material for the preparation of books and participate in cross-cultural conferences.

During the year, the Eskimo Loan Fund was increased to \$5.3 million. A total of 83 loans worth \$1,220,383 were made to the Inuit. An additional \$689,713 was provided for economic development.

Because of heavy demands on the Eskimo Loan Fund, and to encourage participation by banks in the expanding economy of the north, the government guaranteed some \$3 million in working capital bank loans to such organizations as the Inuit Development Corporation, the Canadian Arctic Cooperative Federation and La Federation des Coopératives du Nouveau-Québec.

### **Economic Development**

During 1976-1977, 27 loans totalling \$796,800 were granted under the small business loan fund. There were 10 loans in the Yukon amounting to \$225,800 and 17 worth \$570,000 in the Northwest Territories. The major change in the program this year was Treasury Board approval to transfer the complete administration of the Northwest Territories portion to the Government of the N.W.T. to better accommodate the needs of northern businessmen. Some of the changes include \$100,000 loans (former maximum was \$50,000), an increase from 10 to 15 years in the maximum repayment time, and the issuance of loans for working capital and guarantees.

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A comprehensive review of northern cooperatives showed that they made an important contribution to the social and economic development of northern people but collectively faced working capital and managerial problems. As a result, a five-year multi-million dollar development program to provide technical, managerial and financial assistance to cooperatives in the Northwest Territories and Arctic Quebec was initiated.

Two major Inuit art exhibitions went on an international tour during the year. "We Lived by Animals", an exhibit of prints and carvings introduced Inuit art to German and Italian audiences. An exhibition of drawings by Pitseolak, prepared in cooperation with the West Baffin Eskimo Cooperative, was widely shown in the United States as part of Canada's contribution to U.S. Bicentennial celebrations.

Other special exhibits included a display aboard the Canadian Destroyer "Athabaskan" during the official visit to Leningrad and "The People Within", featuring eight Baker Lake artists and prepared jointly with the Art Gallery of Ontario. The Department also contributed to the financial support and planning of the Ontario Science Centre's "Native Heritage" exhibition in Toronto during the summer.

A northern competition/exhibition to encourage the development of jewellery from traditional materials such as bone, antler and ivory was organized by the Department and a number of entries were purchased by the Department for exhibition in the north.

Major strides were made in establishing a research centre on Inuit art and in conjunction with a meeting of the Canadian Eskimo Arts Council in Frobisher Bay, a regional art and carving conference was held to encourage quality control.

1	Northern highway.
2	Craft shop - Pagnirtung.
3.	School children.
4	Arctic Red River sawmill.

## **Education**

Residents in both territories attend territorial schools, with the exception of Indians and Inuit enrolled in the two Yellowknife schools and the one operated by the Rae-Edzo Indian Band School Society at Fort Rae.

During 1976-1977, Indian and Inuit students constituted about one-half the total school enrolment of 12,958 in the Northwest Territories. In the Yukon, Indian students represent about 13 per cent of the 5,150 students.

Neither territory identifies the portion of the education budget spent on native education. In the Yukon, where the Department operates a student residence and provides some Indian education services (such as boarding homes, cultural grants and a curriculum enrichment contribution), the total departmental budget was \$1.6 million. In the Northwest Territories, educational services are provided by the territorial government.

In the Yukon, seven schools offered native language classes. The Department also funded the Yukon Native Brotherhood with \$156,617 for the remedial tutor program.

The N.W.T. government has adopted the principle that children should be able to begin their education in their mother tongue. However, this is not always possible due to the lack of qualified teachers with a capability in northern native languages. To offset this situation, a teacher training program has been developed for northern residents. In addition, there are now more than 100 classroom assistants working with regular teachers to help students make the transition from their native language to English.



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## **Training and Employment**

Education and training programs were started south of the 60th parallel for more than 250 native northerners. Participants were enrolled in university, college, technical and high school programs and are assisted by permanent counselling units in Ottawa and Winnipeg. Part-time counsellors were hired in other locations.

The "on-the-job" training program operated to capacity with more than 180 native northerners employed as work trainees. Eighty per cent were subsequently placed in permanent positions. For example, trainees, under the supervision of an instructor, constructed new houses for the department at Resolute Bay and Igloolik.

The "Northern Careers" program, funded by the Department and staffed by the Public Service Commission, became fully operational in 1976-1977. This program helps native northerners; obtain full-time jobs at the middle management level in the federal public service. In addition, liaison was maintained with the mining and petroleum industries and with federal departments operating in the north to help natives obtain training and employment opportunities.

## **Resource Management**

With increasing demand for hydrocarbons and Canada's objective of energy self-reliance in the 1980's continued exploration in the north is required to define our hydrocarbon resources and satisfy national demands for new sources of energy. With adequate controls, such exploration can occur with minimal adverse effect on the people and environment of the north.

A statement of policy on a proposed Petroleum and Natural Gas Act and new Canada Oil and Gas Land Regulations were tabled before the House of Commons in May, 1976. Key proposals include increased work obligations; shorter confidential periods for reports on exploratory projects; establishment of minimum levels of Canadian participation in non-renewable resource development; preferences to Petro-Canada to acquire crown reserve, and a 25 per cent working interest in certain existing grants. It is expected the draft legislation will be tabled in the House during 1977.

New Canada Oil and Gas Drilling Regulations were drafted to ensure increased safety for both on-shore and off-shore drilling. In addition, newly-drafted Gas Production Regulations were prepared to control pipelines, processing plants, operations and related facilities.

On April 15, 1976, Cabinet authorized open water drilling in the Beaufort Sea under strict technical and environmental conditions. Drilling began from two drill-ships early in August, 1976, and the season was completed near the end of September. A third ship joined the operation late in the season.

An interdepartmental/intergovernmental committee was set up at the end of the season to assess the socio-economic, cultural, environmental and technical implications of the drilling. Northern Canadian residents were consulted during the review. On the basis of the study, numerous recommendations were made to improve environmental and technical conditions and to provide full socio-economic-cultural benefits to northerners.

Other resource-related projects undertaken during the year included a co-operative study with industry on the potential markets for by-products from proposed Delta gas plants; the likely benefits of local production to residents; an economic assessment of mineral, oil and gas proposals with research to support legislative changes; implications for the land claims proposals of proposed royalty provisions. In addition, the government's 45 per cent interest in Panarctic Oils Ltd. was transferred from the Department to Petro-Canada in 1976-1977.

The mining industry is the hiddenst industrial employer in the north, with 2,838 persons working in the 12 operating mines in both territories. Northerners also are employed in exploration and other mining activities. In 1976-1977, some 30,095 mineral claims were staked, 68 prospecting permits issued, and an estimated \$50 million was spent on mineral exploration and development.

Canada's northernmost mine, Nanisivik Mines Limited, officially began production on September 30, 1976. This lead-zinc mine-townsite, 17 miles northeast of Arctic Bay on the northern tip of Baffin Island, employed 196 persons during construction, 48 of whom were Inuit. The government provided the infrastructure facilities (i.e. wharf, airport, roads) and, in conjunction with the Government of the Northwest Territories, a townsite. The estimated cost was \$18 million, of which \$10 million will be recoverable. In return for assistance to the project, the federal government received an 18 per cent equity in the mine. Commercial production of some 1,500 tons per day was scheduled for early 1977. The Baffin Region Inuit Association, after two years of study and consultation, has prepared a proposal to undertake research of the social impact of the mine on the communities of north Baffin Island.

### **Transportation and Communications**

The Yukon Railway Study, in which the Department collaborated with Transport Canada and the Territorial Government, was released in 1976. It reported that it would be economically feasible to extend the White Pass and Yukon Railway into the central area of the territory. The study did not, however, address possible social and economic factors. A working group is now studying these concerns.

In early 1977, several proposals were submitted to the government for the shipment of natural gas from the Arctic Islands by ice-breaking LNG tankers. The Department played an active part in inter-department studies of these proposals.

Polar Gas continued research on the feasibility of a gas pipeline from the Arctic islands to southern markets and indicated an intention to file an application in the autumn of 1977. Petro-Canada, in the autumn of 1976, informed the Department that it was interested in examining the feasibility of transporting liquid natural gas from the high arctic islands. This would involve a pilot project to collect and liquify natural gas in the Melville and Bathurst Island area and subsequent transportation by ice-strengthened LNG tankers to markets on the east coast.

By the end of March, 1977, the Dempster Highway had been completed north from mile 0 (28 miles south of Dawson) to mile 237 (Eagle River) and south from mile 419 (junction with Mackenzie Highway) to mile 337 (five miles east of Fort McPherson). The Highway is expected to be completed in 1979. The Eagle River Bridge, being constructed by the Department of National Defence, was scheduled to open in the summer of 1977. A plan for management of this highway has been drafted. To take account of a particular concern expressed by native people, studies were undertaken of measures to control hunting in the area.

Construction of the Mackenzie Highway is being phased out and no further work will be done beyond Mile 425. Funds for this project have been diverted to ensure the Dempster Highway is completed early. Hire North continued its training program in road construction techniques and completed the section of the road assigned to it.

The Alaska portion of the Carcross/Skagway Highway is expected to be completed in 1977, and work proceeded on the Canadian portion of the route. The highway is expected to be open to the public in 1978. In response to the demands of residents of Fort Liard and Fort Simpson, pre-engineering work and environmental studies were done on the proposed Liard Highway route, linking Fort Simpson and the Mackenzie Highway with the British Columbia border.

1	"Smoke Jumpers" training in forest fire fighting at Fort Smith.
2	Ice drilling for Polar Gas research.
3	Nanisivik mine.

## **Northern Pipelines**

The Mackenzie Valley Pipeline Inquiry, established in March, 1974, completed its formal and community hearings in November. The Inquiry heard extensive evidence on two competing applications; that of Canadian Arctic Gas Pipelines Ltd. to construct a line from Prudhoe Bay, Alaska, across the northern Yukon, and through the Mackenzie Valley, and that of Foothills Pipelines Ltd. to construct an all-Canadian gas pipeline from the Mackenzie Delta southward.

Between April 1974 and March 1977, the department provided \$1.2 million to native organizations in the Northwest Territories and Yukon to enable them to participate actively in the Inquiry, carrying out research and providing information to northern communities. Other public interest groups also received assistance from the Inquiry.

The Inquiry's operating expenses totalled \$3.5 million for the period between April, 1974, and March, 1977.

In August, 1976, Foothills Pipe Lines (Yukon) Ltd. submitted an application to construct a 42-inch gas pipeline to transmit Alaskan gas from Prudhoe Bay through the Yukon along the Alaska Highway. Amendments to the application in March, 1977, called for a 48-inch line along the same route.

The Council for Yukon Indians requested funds to undertake pipeline research and community information programs relating to the Foothills Pipe Lines (Yukon) Ltd. application and received \$119,400 in February 1977.

Polar Gas continued research on the feasibility of a gas pipeline from the Arctic Islands to southern markets and indicated an intention to file an application in the autumn of 1977. The Department is in the third year of joint Environmental and Social Studies on this proposal. Petro-Canada, in the autumn of 1976, informed the Department that it was interested in examining the feasibility of transporting liquid natural gas from the Arctic Islands. This would involve a pilot project to collect and liquify natural gas in the Melville and Bathurst Island area and subsequent transportation by ice-strengthened LNG tankers to markets on the east coast.

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## **Northern Environment**

### **Administration**

Revision to the Land Use Regulations were completed early in 1977 after consultations with territorial councils and industry representatives. The revised regulations, which will control almost all land use activity on unalienated Crown lands in the Yukon and Northwest Territories, were promulgated on March 3, 1977. They will provide stricter environmental protection to all areas in the north, facilitate administration and improve communication with native people on exploration and development activities.

In January, 1975, a new policy was announced to control haphazard development of cottage lots, conserve prime waterfront land and reduce speculation in Crown lands.

In January, 1977, a cottage subdivision containing 53 lots was completed at Teslin Lake in the Yukon Territory. This is the third major subdivision opened by the department in the Yukon. In addition, all capital works were completed during 1976-1977 at the other two subdivisions-Marsh Lake and Tagish Lake.

In the Northwest Territories, preparatory work continued at numerous sites. Those cottage subdivisions nearing completion are at Sandy Lake, Blackwater Lake, Madeline Lake, Pickerel Lake and Whitebeach Point.

Significant progress was made toward establishing district offices at Rankin Inlet and Frobisher Bay. When the offices and residence facilities are completed during the summer of 1977, departmental officials will move in. They will provide improved service and communication with residents of the Keewatin and Baffin Island areas and facilitate administration of the Territorial Land Use Regulations.

The Department has restricted or prevented development activity in areas where the environment or traditional cultural values appeared threatened. Old Crow in the Yukon, the Tuktoyaktuk area, the Bathurst Peninsula and substantial parts of Somerset Islands, the Baker Lake area and the Boothia Peninsula in the Northwest Territories were protected.

A major study was started in the Tuktoyaktuk area to determine the extent and nature of environmental controls necessary to protect traditional hunting, fishing and trapping pursuits.

Environmental studies will be carried out in the offshore regions of the eastern Arctic prior to completing an environmental impact statement on the effects of off-



shore exploratory drilling in the area. No drilling will be authorized before an environmental impact assessment has been completed. The assessment will be made in two parts, first for the area south of Cape Dyer, later for the northern part. The program, Eastern Arctic Maine Environmental studies (EAMES), is subject to cabinet decision on cost allocation and recovery, and industry will pay for a major part of the four year program that will start next fiscal year.

A joint government-industry management committee will manage the overall program, hidden parts of which will be carried out by the oil industry and their consultants. As the proponent department Indian and Northern Affairs will chair the management committee and ensure that a satisfactory environmental impact statement is prepared. An advisory board consisting of community representatives and non-government specialists will advise on the effectiveness and efficiency of the program. Study reports will become public on completion and no environmental data will be held confidential.

Strong emphasis will be put on ensuring functional involvement of the local people and on establishing effective flow of information between the management committee and the community. An overview of the socio-economic impacts of exploratory drilling will be included in the program.

### **Environmental Protection**

Throughout the year, a number of environmental protection research studies were undertaken by, or on behalf of, the Department. The response of northern vegetation to fire, the toxicity of arsenic and cyanide on fish were studied and an evaluation of terrain sensitivity photomosaics was made. Thirty new or updated maps of the Land Use Information Map Series were published and progress was made on the preparation of additional maps.

Monitoring of oil spill sites continued and Volume 4 of the Ecological Bibliography of the Arctic Island Archipelago was published.

The environmental impact assessment of Imperial Oil Ltd.'s Taglu gas plant, including recommendations, was sent to the Federal Environmental Assessment and Review Process for review. Work was also undertaken on the preparation of similar documents dealing with proposed gas plants at Parsons Lake and Niglintgak.

### **Forest Fire Management**

The aim of northern forest fire management is to protect life, property, timber resources, power transmission and communication lines, recreation areas, watersheds, erosion-prone sites and important game habitat areas.

This year, the fire season in the Northwest Territories began early and ended later than normal due to abnormal weather patterns. The frequency of fires was normal. Some 313 fires, which burned a total of 1,588,967 acres, were reported. Of those fires, there were 133 which were fought resulting in 214,171 acres being burned.

In the Yukon Territory, only 112 fires occurred compared to 166 fires in 1975. Of these, 80 fires were fought, representing only 0.4 per cent of the total burned area of 130,484 acres.

### **Northern Research**

Northern research continued with an emphasis on the problems of social change for native people in the North, particularly in the fields of linguistics; socio-legal research, primarily research into alcoholism and a program of education in the socio-legal field; demographic studies; nutrition and social development, and other sectors of research such as northern communication, ethical principles related to scientific research in the North, historical studies and studies related to land use.

In the fifteenth year of the Northern Scientific Training Grants Program, amounts totalling \$350,000, were awarded. Through these grants, a hidden number of northern research projects were supported in a wide variety of scientific disciplines. An additional \$75,000. was awarded in 1976-1977 to Canadian universities to support specified research into northern problems identified by government.

## Operating Expenditures by Activity

...	Percentage of total	Distribution of Operating
Territorial and Social Development	...	...
Territorial Affairs	1.21	\$493,701
Social Development	2.42	986,955
Training and Employment Liaison	4.02	1,637,268
Social Research	2.09	849,254
Northern Careers	2.13	866,021
Sub-total	11.87	\$4,833,199
Northern Policy and Program Planning	...	...
Policy and Planning	3.88	\$1,578,536
Pipeline Inquiry	3.13	1,274,132
Northern Roads and Airstrips	24.08	9,804,185
Environmental-Social Program	0.78	318,761
Sub-total	31.87	\$12,975,614
Northern Natural Resources and Environment	...	...
Water, Lands, Forests and Environment	30.16	\$12,279,255
Oil and Mineral	9.30	3,787,470
Sub-total	39.46	\$16,066,725
Program Administration	13.56	\$5,518,247
Superannuation Account	3.24	\$1,319,000
Total	100.00	\$40,712,785

**Capital Expenditures by Activity**

...	Percentage of total	Distribution of Capital Expenditures
Territorial and Social Development	...	...
Territorial Affairs	1.74	\$615,740
Social Development	0.01	3,864
Training and Employment Liaison	0.01	3,561
Social Research	0.15	54,126
Sub-total	1.91	\$677,291
Northern Policy and Program Planning	...	...
Northern Roads and Airstrips	91.57	\$32,492,185
Sub-total	91.57	\$32,492,185
Northern Natural Resources and Environment	...	...
Water, Lands, Forests and Environment	3.86	\$1,371,267
Oil and Mineral	0.44	154,702
Sub-total	4.30	\$1,525,969
Program Administration	2.22	\$786,328
Total	100.00	\$35,481,773

## Grants, Contributions and other transfer payments

1976-1977

Grants	Expenditures (\$000's)
Territorial and Social Development	...
Indian and Eskimo Culture	27.4
Northern Research and Scientific	...
Expenditures	419.8
...	447.2
Northern Policy and Program Planning	...
Prospectors' Assistance	40.7
Arctic Institute of North America for collection of Scientific	...
Information on Polar Regions	150.0
...	190.7
Northern Natural Resources and Environment	...
Assistance to Chamber of Mines	32.5
Mine Accident Prevention Association of the N.W.T. and the Yukon	3.3
Yukon Conservation Society	3.0
Assistance to Yukon Prospectors' Association	1.0
...	39.8
Northern Roads and Airstrips	...
Northern Mineral Exploration	...
Assistance	525.6

Contributions	Expenditures (\$000's)
Territorial and Social Development	...
Hospital care of Indians and Eskimos-N.W.T.	2,203.2
Hospital care of Indians and Eskimos-Y.T.	186.5
Medicare of Indians and Eskimos-N.W.T.	360.8
Medicare of Indians and Eskimos-Y.T.	102.7
Low Income Rental-Purchase Housing-Y.T.	178.0
Native Associations-claims research	267.6
Eskimos for furthering economic development	399.0
Native Associations for consultation	72.7
Chamber of Mines to assist in defraying expenses relating to activities of the Mining Industry Committees	5.8
Government of the Yukon Territory for conversion of financing of hospitals	1,271.0
Yukon Native Brotherhood to cover costs of remedial tutor program	81.6
...	5,128.9
Northern Policy and Program Planning	...
Government of the Yukon Territory to cover costs of a Northern Pipeline Research program	35.0
Council of Yukon Indians to cover costs of research and community information projects relating to proposed pipeline developments	119.4
Native Groups to intervene and make representations at the Commission of Inquiry on the Northern Pipeline	296.4
...	450.8
Northern Roads and Airstrips	...
Yukon Native Construction Committee for the purpose of obtaining a professional program manager	30.0

Other Transfer Payments	Expenditures (\$000's)
Territorial and Social Development	...
Government of the Northwest Territories-Operating grant	124,335.0
Government of the Northwest Territories-Capital grant	41,000.0
Government of the Yukon Territory-Operating grant	20,165.0
Government of the Yukon Territory-Capital grant	11,606.0
Government of the Northwest Territories-administration and operation of a small business loan program	2,709.0
...	199,815.0
Total	206,628.0

**Loans, Investments and Advances**

	Expenditures (\$000's)
...	
Territorial and Social Development	...
Loans to Government of the Yukon Territory for making second mortgage loans to residents	150.0
Loans to Government of the Yukon Territory for capital projects and the making of loans to municipalities for capital projects	5,100.0
Loans to Government of the Northwest Territories for making second mortgage loans to residents	20.0
Loans to Government of the Northwest Territories for capital projects and the making of loans to municipalities and school districts for capital projects	5,700.0
Loans to native claimants for the purpose of defraying costs relating to the research, development and negotiations of claims	2,000.0
...	12,970.0
Northern Natural Resources and Environment Payments for the purchase of capital stock of Panarctic Oils Limited	11,250.0*
Total	24,220.0

[\*All the Crown's interests in Panarctic Oils Ltd. were transferred to Petrocan as of June 15, 1976: For 1977-1978 and future years all holdings and further acquisitions in Panarctic Oils Ltd. will be made by Petrocan.]



## Financial Assistance

Financial assistance to the government of the Yukon Territory and the Northwest Territories during 1976-1977

Financial Agreements	Yukon \$000's	N.W.T. \$000's
Operating deficit grant	10,924.0	109,856.0
Grant in lieu of income taxes	9,241.0	14,479.0
Capital grant	11,606.0	41,000.0
Sub-Total	31,771.0	165,335.0
Contributions	...	...
Hospital care of Indians and Eskimos	186.5	2,203.2
Medicare of Indians and Eskimos	102.7	360.8
Low Income Rental-Purchase Housing	178.0	...
Conversion of financing of hospitals	1,271.0	...
Northern pipeline research program	35.0	...
Sub-Total	1,773.2	2,564.0
Other Transfer Payments	...	...
*Small Business Loan Program	...	2,709.0
Sub-Total	...	2,709.0
Loans	...	...
Loans for second mortgages to residents	150.0	20.0
Loans for re-lending to municipalities and other third parties	5,100.0	5,700.0
Sub-Total	5,250.0	5,720.0
Total	38,794.2	176,328.0

[\*The Northwest Territories component of the Small Business Loan Fund was transferred to the Government of the Northwest Territories effective March 31, 1977 in accordance with an agreement entered into between the Minister and the Commissioner.]



Finance and Administration Program

The Finance and Administration Program gives policy direction to the line Programs on the provision of professional and administrative services both in their Ottawa Headquarters and in the field. It dispenses some professional and administrative services directly to line Programs. These services include engineering and architecture, finance and management, administration and public and parliamentary affairs.

During the year the major focus has been directed to the decentralization of certain functions to line Programs, and the strengthening of elements within the Finance and Administration Program.

Both the structure and mandate of the Financial Services Branch were modified to give it a stronger corporate role. Now called the Finance and Management Branch, its function is to advise senior management on the deployment of human and fiscal resources. The Branch has strengthened its capabilities for carrying out program analysis and for planning and developing management information services. In addition, the Branch has identified programs for review and is advising line Programs on ways and means of evaluating their operations and effectiveness. The re-orientation was carried out within existing resources, indeed some reduction in the number of man-years was possible. The savings were deployed in activities that are more compatible with the corporate role of the Finance and Administration Program.

As a result of the decentralization of the information components to their respective Programs, the departmental information branch has been given not only a new mandate but a new title as well; Public and Parliamentary Affairs.

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Apart from providing the Program information services with all of the necessary support functions, i.e., audio-visual, distribution, printing and graphics co-ordination, the Branch is also responsible for parliamentary relations, the departmental correspondence unit, and functional direction of the Program information services. The Branch director is also responsible for providing public relations advice to the Minister and departmental management as well as formulating an over-all communications policy.

During 1976-1977 the Official Languages Branch was transferred to the personnel units in the three line Programs.

In keeping with the recommendations of the Auditor General's Financial Management and Control Study and the results of evaluations by Treasury Board, a revised departmental policy for financial management throughout the Department was promulgated. The role and responsibilities of the new Finance and Management Branch were strengthened considerably, with provision being made for strong functional direction in every aspect of financial management throughout the Department, the provision of professional advice and direction to the Deputy Minister and the Departmental Management Committee, and the establishment of a strong, competent, central advisory and regulating organization.

Three directorates were established to implement the policy: the Departmental Accounting Operations Directorate, the Departmental Resource Planning and Analysis Directorate, and the Financial Administration Directorate. To ensure that financial management throughout the Department is operating in a coordinated and disciplined environment, a Departmental Finance Committee, was established consisting of the Director, Departmental Accounting Operations, the Director, Departmental Resource, Planning and Analysis and the Finance and Management Adviser of each of the operating Programs.

It is anticipated that the organization and staffing for the new responsibilities will be completed within the next fiscal year.

Computer Information Services and Management Consulting Services organizational units have been carried over from the previous organization and will continue to provide services as in the past.

The Engineering and Architecture Branch is responsible for developing policies, procedures and standards for all planning, design, construction, maintenance and procurement activities relating to real property and other departmental assets. The Branch also provides direct consulting and support services to the three operating Programs and their Regional Offices and represents the Department on a number of international, national and interdepartmental committees and task forces.

Some typical activities during the year were: provision of 3,355 line miles of aerial photography and map sheets covering 58.5 million acres; management of major design and construction on various canal systems with a total length of 400 miles having 108 locks and capital assets valued at \$447 million; management of the special test program for the allocation of design and construction responsibilities between DIAND and DPW; conduct of investigations and studies, publishing of reports and preparation of plans and designs for historic sites and structures throughout Canada, and preparation of a Master Plan for the development, production and distribution of approximately one hundred directives, standards, guidelines, bulletins, newsletters and manuals relating to technical subjects.

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The Departmental Administrative Services Branch develops administrative procedures and provides services in matters pertaining to accommodation, departmental library, manuals and directives, word processing, records and security. Work continued during the year in implementing a standardized file classification system for the Department in regional and field offices.

During the year a complete re-organization of word processing services, including the rental of more sophisticated text processing equipment and a redistribution of human resources were effected, providing operating Programs in Ottawa headquarters with speedier typing and transcribing services at reduced cost.

The Parliamentary Relations Division is responsible for co-ordinating all aspects of the Department's relationships with Parliament, the Cabinet and the Governor-in-Council. It is also responsible for the preparation of ministerial replies and returns for use in the House of Commons, the Senate and Parliamentary Committees. During the latter part of the first session and the first part of the second session of the 30th Parliament (April 1, 1976 to March 31, 1977) 130 written questions and seven Motions for the Production of Papers were referred to the Department. The Minister replied to 106 oral questions in the House. Debates were held on two Government bills, two Opposition days, six Motions on Adjournment and one Private Members Motion.

The Personnel Branch, which reports to the Deputy Minister, underwent re-organization this year. The Human Resources Division is responsible for the recruitment, selection, development and utilization of human resources to meet the needs of the Department. The Staff Relations and Compensation Division co-ordinates the establishment, evaluation, determination and administration of job levels, salaries, benefits and working conditions for employees of the Department. The Co-ordination and Evaluation Division co-ordinates the development and implementation of Department-wide personnel policies, the evaluation of personnel management activities and the provision of common data, records and communications services and systems.

The Branch exercises functional responsibility over all personnel disciplines in the Programs and Regions and assumes the liaison role with central agencies.

## Regional Offices

Parks Canada	Atlantic	Ontario	Trent-Severn Canal Office
...	Historic Properties	132 Second Street East	P.O. Box 567
...	Upper Water Street	P.O. Box 1359	Peterborough, Ontario
...	Halifax, Nova Scotia	Cornwall, Ontario	K9J 6Z6
...	B3J 1S9	K6H 5V4	...
...	Quebec	Prairie	Rideau Canal Office
...	1141, Route de l'Eglise	114 Garry Street	12 Maple Avenue North
...	P.O. Box 10275	Winnipeg, Manitoba	Smith Falls, Ontario
...	Ste-Foy, Quebec	R3C 1G1	K7A 1Z5
...	G1V 4H5	...	...
...	Western	Quebec Canal Office	...
...	134-11th Avenue S.E.	200 Churchill Blvd.	...
...	Calgary, Alberta	Greenfield Park, Quebec	...
...	T2G 0X5	J4B	2M4
Indian-Eskimo	Western Provinces Indian Minerals	...	...
Economic	112 - 11th Avenue, S.E.	...	...
Development	Calgary, Alberta	...	...
...	T2G 0X5	...	...
Indian and	Northwest Territories	Alberta	Ontario
Eskimo	5110A - 50th Avenue	C.N. Tower	Arthur Meighen Building
Affairs	3rd Floor, Gallery Bldg.	10004 - 104 Avenue	55 St. Clair Avenue East
...	P.O. Box 2760	Edmonton, Alberta	Toronto, Ontario
...	Yellowknife, N.W.T.	T5J 0K1	M4T 2P8
...	X1A 1C9	...	...
...	Yukon Territory	Saskatchewan	Quebec
...	Federal Building	MacCallum Hill Bldg.	1141, Route de l'Eglise
...	Whitehorse, Y.T.	1874 Scarth Street	P.O. Box 8300
...	Y1A 2B5	Regina, Saskatchewan	Ste-Foy, Quebec
...	...	S4P 2G7	G1V 4C7
...	British Columbia	Manitoba	Maritimes
...	P.O. Box 10061	275 Portage Avenue	77 Victoria Street
...	Pacific Centre Limited	Winnipeg, Manitoba	P.O. Drawer 160
...	700 West Georgia Street	R3B 3A3	Amherst, Nova Scotia
...	Vancouver, British Columbia	...	B4H 3Z3



...	V7Y 1C1	...	...
Northern	Northwest Territories	Yukon Territory	...
...	P.O. box 1500	Building 200	...
...	Yellowknife, N.W.T	Takhini	...
...	X0E 1H0	Whitehorse, Y.T.	...
...	Y1A 3V1	Technical	Northwest Territories
Prairie Provinces Engineering Division	Services	P.O. Box 1583	604 Federal Building
...	Yellowknife, N.W.T	101 - 22nd Street	...
...	X0E 1H0	S7K 0E1	...