

Federal, Territorial and Provincial Expenditures Relating to Aboriginal Peoples

Final Report

Prepared for:

Royal Commission on Aboriginal Peoples

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Executive Summary

In a consulting assignment for the Royal Commission on Aboriginal Peoples, Goss Gilroy Inc. has estimated that the total expenditures of Canada's federal, territorial and provincial governments and school boards relating to Aboriginal peoples is of the order \$10.3 billion (Exhibit I, p.iii). This is the first time that a comprehensive estimate has been derived for expenditures relating to Aboriginal peoples of these Canadian governments.

The above amount encompasses programs and activities that target Aboriginal peoples, as well as reasonable shares of general purpose expenditures from which Aboriginal peoples benefit as inhabitants of Canada. For the purposes of this assignment, the Aboriginal peoples of Canada include Metis, Inuit, and North American Indian, whether on or off-reserve, whether status or non-status. In a practical sense, the demographic statistics used in this analysis are derived from the 1991 Aboriginal Peoples Survey.

All amounts are actuals, or estimates based on actuals. The numbers provided are derived from the Public Accounts data of these government bodies, and stated in 1992/93 dollars, the most recent full year for which actual data is available. In some cases, Main Estimates and departmental Annual Reports were also consulted.

At the federal level, the Aboriginal share of several large scale, general purpose programs are identified, as well as the targeted or clearly identifiable expenditures of Indian and Northern Affairs Canada (INAC), Health and Welfare Canada (HWC), and a number of other departments are highlighted. Programs and activities, such as Foreign Affairs and Peacekeeping, southern Canadian transportation infrastructure (including roads, ports and airports), and those of agencies, commissions and Crown corporations are virtually always excluded from calculations, since incremental amounts relating to Aboriginal persons may be immaterial or cannot be clearly demonstrated.

The Federal and territorial expenditures on Aboriginal persons presented in this report are refinements and updatings of the findings of previous studies, notably Current Practices in Financing Aboriginal Government (Drewes and Kitchen, draft, March 1994) and Growth in Federal Expenditures on Aboriginal Peoples (INAC, February, 1993).

Two provinces, Québec and Ontario, have been particularly noteworthy in their efforts at documenting targeted Aboriginal expenditures. Three other provinces, Manitoba, Saskatchewan and British Columbia have documented some targeted expenditures. It follows that the expenditures of these five provinces are documented in greater depth in this report.

The Aboriginal shares of general purpose expenditures for all provinces, including those with smaller Aboriginal populations and particularly the five that up to now have made limited attempts at tracking Aboriginal expenditures, have been obtained through calculations involving the Aboriginal population share (SHR) and the estimated average level of use (LOU) of individual

programs by Aboriginal persons (when compared, by ratio, to levels of use of non-Aboriginal persons). It is noteworthy that, in some cases, the level of use of Aboriginal persons differs markedly from the level of use of non-Aboriginal persons, and this differential has been taken into account in estimating incremental program expenditures. These level of use ratios have been obtained with the assistance of the research staff of the Royal Commission on Aboriginal Peoples who in turn undertook a thorough examination of relevant literature in order to either obtain or derive them. Further observations on level of use ratios are found in the first chapter of this report.

Budgeted program management costs are included in virtually all identified programs and activities, whether of a targeted or general purpose nature. Overhead costs not directly associated with program budgets involve primarily common service expenditures, such as real property and accommodation services. Accommodation services costs, representing the bulk of federal overhead expenditures, have been calculated for the federal government; common service overhead expenditures for provincial expenditures have not been calculated due to methodological problems; accordingly, it is believed that provincial expenditures are understated to a degree.

In conclusion, this is a study in comprehensive cost estimation, the first of its scope relating to Aboriginal persons. It is certain that, beyond what is presented here, many worthwhile policy conclusions can be drawn from studies such as this, and from the projections and forecasts that these studies invite. It is expected that subsequent studies will be able to refine the methodologies developed here or develop new methodologies altogether, especially for estimating the share attributable to Aboriginal peoples, of general purpose federal, provincial and territorial programs.

Exhibit I:
Summary Canadian Federal, Provincial and Territorial Expenditures
Relating to Aboriginal Peoples, 1992/93
(all amounts stated in \$ millions)

1.0 Introduction

1.1 Mandate and Objectives of Study

The purpose of this assignment for the Royal Commission on Aboriginal Peoples is to analyse and determine current expenditures by the federal, provincial and territorial governments, that fall into two generic categories:

- those current expenditures that specifically target Aboriginal client groups; and
- those current expenditures that are incurred through general purpose programs and that provide services and benefits to Aboriginal groups as national or provincial citizens.

1.2 Overall Approach to the Assignment

This study is the first study ever undertaken to provide, on a comprehensive basis, estimates on all current expenditures in Canada, incurred by federal, territorial and provincial governments, and school boards, relating to Aboriginal peoples.

The Federal and territorial expenditures on Aboriginal persons presented in this report are refinements and updatings of the findings of previous studies, notably Current Practices in Financing Aboriginal Government (Drewes and Kitchen, draft, March 1994) and Growth in Federal Expenditures on Aboriginal Peoples (INAC, February, 1993).

Five provinces, mostly with larger Aboriginal populations, have been particularly noteworthy in their efforts at documenting targeted Aboriginal expenditures; the expenditures of these provinces are documented in greater depth. The Aboriginal shares of general purpose expenditures for the five other provinces have been obtained through calculations involving the Aboriginal population share and the Aboriginal level of use of individual programs.

Demographic Scope: This study seeks to determine the costs relating to all Aboriginal peoples of Canada, including Metis, Inuit, and North American Indian, whether on or off-reserve, whether status or non-status. In a practical sense, the demographic statistics used in this analysis are derived from the 1991 Aboriginal Peoples Survey, adjusted for non-participation in consultation with the staff of the Royal Commission on Aboriginal Peoples.

Actuals versus Estimates: The study presents actual costs; only in the few places are estimates data presented, and in these cases it is flagged.

Gross versus Net Expenditures: In all cases, amounts of expenditures are reported prior to any adjustment for federal, provincial, and private sector revenues and recoveries.

Base Year: The fiscal year 1992/93 has been selected as the base year for this study, and virtually all amounts provided are stated in dollars of this year; only in a few places is another fiscal year used, and in these cases it is flagged. This is the most recent fiscal year for which actuals are available for the federal, territorial and provincial governments through their Public Accounts.

Order of Magnitude: Given the large amounts involved, and the process of estimating some of the costs (see below), all numbers are rounded to the nearest one hundred thousand dollars.

Scope for Inclusion of Programs and Activities: With a study of this broad embrace, it is natural that issues of scope would arise. Generally speaking, only those programs and activities have been included where there is incrementality associated with the provision of services to Aboriginal peoples. Accordingly, the Aboriginal share of the southern transportation infrastructure costs (roads and highways, ports, airports), of Canada's foreign affairs and peacekeeping efforts, of Parks Canada, of a wide range of Councils, Boards, and Crown Corporations and many other programs and activities has not been included in this study, since it is not clear that these programs and activities are incurring incremental costs relating to Aboriginal persons. Generally speaking, this has meant that there are few Aboriginal shares of general purpose programs at the federal level included in this study, and that the Aboriginal shares of general purpose programs at the territorial and provincial levels have tended to concentrate on four areas: Education, Health, Justice and Public Security (Attorney General), and Social Services (including housing).

It is to be noted that several provinces have reported targeted Aboriginal expenditures in sectors of activity outside of the four areas that have been the focus of allocation for general purpose programs in this study. For completeness, such targeted expenditures are included in this study.

In terms of scope, it is also to be noted that this study does not address the amounts of federal, provincial and territorial government procurement of goods and services from Aboriginal enterprises and persons.

Materiality: This study has sought to identify targeted programs, or Aboriginal shares of general purpose programs, where the identified total amount per program or activity exceeds \$1.0 million. Accordingly, the study has not pursued those programs and activities where lesser amounts are likely to be involved.

Identification of Type of Expenditure: Where readily available, this study has sought to identify all categories of expenditures relating to Aboriginal persons: operating expenditures, transfers, grants, contributions, capital, etc. At the federal level, it has proven relatively easy to identify what categories Aboriginal expenditures fall into; however, at the provincial and territorial levels, such data-gathering, while possible, would have proven intractable and of limited benefit.

Program Management Costs: These costs are usually budgeted within the program or activity, and relate to the administration of the program, in contrast to the amounts that targeted institutions or persons receive. This study has sought to include all program management costs for federal, territorial, and provincial Aboriginal expenditures, and, where necessary, to provide the estimate of the Aboriginal share. In the case of program administration expenses, the allocation that is determined by the methodology used in this report represents the amount of these expenses which might reasonably be allocated to Aboriginal peoples based on their share of population (or, more specifically, the client base) and their actual use of the program. In other words, program management costs are allocated the same way as other costs relating to that program. The derived allocation does not accurately represent, however, either the savings in management and administrative costs if the program was to no longer serve Aboriginal clients or the administrative and management costs which would be incurred by a similar program which was specifically designed for and targeted at Aboriginal people.

Overhead Costs of Government: These costs are usually not budgeted within the program or activity, but relate to the administration and delivery of the program. Costs relating to program delivery but absorbed by outside departments and agencies fall into this category. Depending on the budgeting practices of the entity, examples include: pension and benefit costs of program delivery personnel, common service costs (translation, communications, informatics, contracting and financial services), real property and accommodation costs of program delivery personnel, capital costs associated with computers, specialized assets, vehicle fleets, etc, and senior management costs. At the federal level, this study has identified ***accommodation costs*** as the largest form of overhead costs relating to the delivery of federal programs and activities relating to Aboriginal peoples. The determination of appropriate allocations of overhead costs at provincial levels has proven elusive.

Canada Assistance Plan, Established Programs Funding, and Equalization Payments:

Through these transfer payments to the provinces, territories, and local governments, the federal government supports a wide range of general purpose programs that provide services to Aboriginal persons as citizens of Canada. These transfer payments, or shares of these payments, have not been identified in the federal expenditure analysis. Accordingly, to ensure no gaps in this analysis, Aboriginal shares of provincial and territorial programs are identified prior to any adjustments for these transfers from the federal government. This treatment is consistent, as long as the revenues and recoveries stated in provincial Public Accounts are not from programs, such as those of INAC and Health & Welfare, which are already included in the federal expenditures listed here. For the most part, the potential for such overlap is small, even though most Public Accounts do not identify the specific source of the federal recoveries.

Test of Reasonableness: In cases where costs have had to be calculated, this study has sought neither knowingly to overstate nor to understate Canadian expenditures relating to Aboriginal peoples, but rather to use the best data available to calculate a fair apportionment of the Aboriginal share of general purpose (provincial) programs. In practice, determination of the Aboriginal share of provincial general purpose programs has relied on two key variables: the

Aboriginal share of provincial populations, and the relative level of use (LOU) that Aboriginal persons make of general purpose programs in contrast to non-Aboriginal persons.

Demographic Data: In determining the allocation for Aboriginal persons of general purpose programs, this study has used the demographic data of the 1991 Aboriginal Peoples Survey, based on identity populations, and adjusted for underreporting.

1.3 Approach to Federal and Territorial Costing

The approach to targeted federal and general territorial costing has relied on Current Practices in Financing Aboriginal Governments (Draft Report to the Royal Commission on Aboriginal Peoples, Torben Drewes and Harry Kitchen, March 1994). It has also relied on Growth in Federal Expenditures on Aboriginal Peoples, (DIAND, February 1993). This study has introduced a number of refinements to the approaches of these leading studies, including the conversion from Main Estimates data to Public Accounts actuals, the calculation of some overhead expenditures, and the addition of other expenditures. These changes have altogether amounted to an addition of about 10 per cent to the expenditure base these studies established.

Previous studies of federal expenditures for Aboriginal people have apportioned federal transfer payments to the territorial governments on the basis of the Aboriginal proportion of the Territorial populations: Coopers & Lybrand (1983), DIAND (1993) and Drewes and Kitchen (1994).

This study does the same with respect to territorial government expenditures, particularly in view of the small numbers of people involved, the fiscal dependency on the federal government and because Aboriginal people are a large component of territorial populations.

1.4 Approach to Provincial Costing

In this report, we provide detailed data on the expenditures of five provincial governments (Québec, Ontario, Manitoba, Saskatchewan and British Columbia) which relate to Aboriginal people.

1.4.1 Targeted Programs

A number of provinces have programs or activities which are clearly targeted towards aboriginal people. This study has sought to identify all targeted program expenditures.

1.4.2 Essentially Targeted Programs

Some provinces run programs which, because of their geographic focus, serve primarily aboriginal clients; e.g. Northern and Native Education in Western provinces. No reliable data is available on the percentage of expenditures which can be attributed to aboriginal clients. It is

beyond the scope of this assignment to obtain this information. Consequently, it is necessary to treat these programs the same as the targeted programs. Because of the implicit overstatement, these potential overstatements have been identified in a footnote.

1.4.3 Allocation of General Purpose Program Expenditures to Aboriginal Peoples

Some provinces have done an allocation of expenditures of some general purpose programs to Aboriginal clients. In general, we have accepted these allocations when they have been provided to us. However, in most instances, no such allocation was available to us and we have developed and implemented the following allocation methodology.

Exhibit I

- identify the Aboriginal clients who are eligible¹ to participate in the program (e.g. only off-reserve individuals are eligible for provincial social assistance) and estimate the share (SHR) that these clients represent of the client base, based on the closest demographic sector. SHR is calculated for each program (based on the closest demographic sector reflecting eligibility) and for each province (based on each province's unique demographic data). More specifically, we have identified, for each province the size of the Aboriginal Identity population which is eligible to participate in the program using APS tables provided by RCAP. These tables were manipulated and aggregated to suit the requirements of our analysis². We have then calculated the ratio of this population to the those eligible among the population at large (based on 1991 Census data (Statistics Canada Catalogue 93-339). The results of this analysis are included in Chapters 4 and 5 of this report in tables entitled: *Exhibit I Relevant Demographic Information* and applied in tables entitled *Exhibit III Incremental Share of General Purpose Programs*.

- obtain estimates of the Level of Use (LOU) of the program by aboriginal clients relative to other clients. This study has used the Level of Use Ratios provided through research undertaken by the staff of the Royal Commission on Aboriginal Peoples. This document brings together, probably for the first time, information and data on Level of Use Ratios relating to the rate of use by Aboriginal peoples of a wide array of governmental sectoral services. The reader is referred to Exhibit I and to Appendix C for a discussion of Level of Use Ratios.

Allocation of the program expenditures has been based on both SHR and LOU as follows:

$$\text{Allocation} = \text{Expenditures} \times \frac{\text{SHR} \times \text{LOU}}{\text{SHR} \times \text{LOU} + (1 - \text{SHR})}$$

For example, suppose total program expenditures are \$8,000,000; aboriginal clients represent 10% of the client base; and use - on average - 3 to 4 times as much resources on a per capita basis. Then, the allocation would be as follows:

$$\$8,000,000 \times \frac{.1 \times 3.5}{.1 \times 3.5 + (1 - .1)} = \$2,240,000$$

¹ In some cases, targeted programs may overlap with general purpose programs. However, our approach has been that unless we know that the targeted program removes eligibility for the general purpose program (which we do know, for example, in the case of some Quebec programs created based on land claims agreements), we have assumed that the general purpose program is still used by Aboriginal people in accordance with the criteria outlined below. We note that such ambiguities as do exist (and corresponding potential overcounts attributable to our methodology) relate primarily to relatively small expenditure items.

² In particular, on-reserve counts include all Aboriginal people living on a reserve not just status Indians or band members; our counts for Métis and Inuit reflect only those (which is most) who live off-reserve; and, our Aboriginal off-reserve counts are an aggregate of North American Indians off-reserve and Métis and Inuit. Since some individuals claim membership in more than one of these groups, the off-reserve counts are a slight overestimate - about 1% in most provinces.

$$.1 \times 3.5 + .9$$

All the calculations have been performed via a spreadsheet template so that if improved estimates of expenditures, SHR or LOU are obtained, the allocation can be immediately updated.

1.5 Approach to Costing of Six Other Provinces

Based on the methodology developed for the four key provinces, described above, the consultants have developed estimates for the determination of the Aboriginal share of general purpose programs in the five remaining provinces³.

1.6 Summary Results and Considerations

The results of this study are presented in Exhibit II below:

³ The expenditures for services to Aboriginal peoples by the Government of Prince Edward Island were judged to be small; and only an aggregate estimate has been provided.

**Exhibit II:
Summary Canadian Federal, Provincial and Territorial Expenditures
Relating to Aboriginal Peoples, 1992/93
(all amounts stated in \$ millions)**

2.0 Federal Government Targeted Programs

2.1 Summary Highlights

Total federal actual expenditures for fiscal year 1992/93 directed towards Aboriginal peoples are in the order of \$5.4 billion.

Exhibit I enumerates the main federal departments with programs and expenditures targeted to Aboriginal peoples.

Exhibit II displays the Full Time Equivalents (FTE's) for the same programs. In the cases of CMHC and Employment Canada, the information was not available because the programs operate on a project basis with staff involved in a number of different projects at the same time.

While a dozen federal departments have "Aboriginal Programs", 98% of federal expenditures on Aboriginal people are channelled through six federal agencies: Indian and Northern Affairs (70%); National Health and Welfare (14%); Canada Mortgage and Housing Corporation (5%); Employment Canada (4%); Solicitor General (2%); and Industry, Science and Technology (1.5%).

This study's total of \$5.388 billion is about \$325 million higher than similar recent studies: both Current Practices in Financial Aboriginal Government (Drewes and Kitchen, draft, March 1994) and Growth in Federal Expenditures on Aboriginal Peoples (DIAND, February 1993) use Main Estimates data and provide lower numbers. The increase is accounted for as follows:

- the increase of "actuals" over estimates (\$89 million)
- internal overhead costs of departments (\$98 million)
- external overhead (common services) costs (\$30.8 million)⁴
- inclusion of Aboriginal incarceration costs (\$85 million)
- a loan item in DIAND (\$25 million)
- an allocation of DIAND Northern Program operating costs (\$30 million)

2.2 Data Sources

The basic source document to initially formulate the calculations has been DIAND's publication, Growth in Federal Expenditures on Aboriginal Peoples, February 1993. The expenditures presented in the Drewes and Kitchen study referred to above were obtained from

⁴ We note that overhead costs relate to program delivery costs (and more specifically to full time civil servants) rather than directly to program expenditures. Indeed, much of the program expenditures on federal government programs targeted to Aboriginal people consists of revenue transfers and has no significant associated external overhead.

the DIAND document.

The DIAND authors confirmed that their calculations for other federal departments had been vetted by the departments concerned. In addition, they confirmed that the DIAND study did not include internal or external overhead expenditures. In this regard, DIAND officials made available information on their department's administrative overhead costs. This information has been used to construct that department's internal overhead costs for 1992/93.

In a departure from previous studies, the federal expenditures presented here are actuals for 1992/93. The DIAND study was revised by reference to the 1992/93 Public Accounts, the 1994/95 Main Estimates and by contacting departments directly.

Direct contact with departments was necessary in a number of cases because the level of program/activity detail involved was not reported in the Public Accounts or the Main Estimates. This was particularly the case for FTE calculations necessary to construct overhead amounts. At the same time, contact with departments enabled verification of the DIAND calculations and surfaced some additional program/activity information.

2.3 Treatment of Overhead for Federal Programs

External Overhead

These would be common services provided to program departments by Public Works and Government Services Canada, Translation Bureau etc. In this regard, the single most significant operating expenditure for government after personnel costs (accounted for in departmental budgets) is **accommodation services** and a per employee calculation of \$5,200 was obtained from the Part III Expenditure Plan (1994-95 Estimate) for Public Works and Government Services Canada.

On the basis of the example of **translation services**, other common service overheads were not deemed of sufficient value to pursue. For instance, DIAND's expenditure for translation services in 1992/93 was less than \$700,000. Since DIAND is by far the largest cost element covered by this study, it does not seem likely that there are significant external overhead costs other than accommodation services .

Internal Overhead

The determination of incremental internal overheads is more problematic since departments report expenditures variously for "corporate administration", "program administration" and "program management".

One approach is to employ an allocative process using DIAND's internal overhead as the norm from which allocations could be derived. There are several good reasons for this approach:

- a) DIAND has fully costed its internal overhead
- b) its mix of operating programs and transfer payments is representative of other departments
- c) its overhead percentage (3.5 %) is quite comparable to what other departments and central agencies consider the administrative "norm".

A second approach is to calculate corporate overhead for each of the other departments on the basis of the ratio of Aboriginal expenditure programs as a percentage of total department budget.

Both cases resulted in a range of \$40 to 60 million and a general corporate overhead amount of \$50 million has been added to the total federal expenditure but not broken down by department.

**Exhibit I:
Actual 1992/93 Expenditures of Federal
Programs Directed to Aboriginal Peoples**

Department	Program/Activity	(\$ millions)
Indian Affairs and Northern Development	Self-Government	22.3
	Comprehensive Claims	118.7
	Economic Development	87.0
	Lands, Revenues and Trusts	142.5
	Education	893.5
	Social Development	754.2
	Capital Facilities and Services	679.4
	Band Management	274.8
	Northern Affairs	643.2
	Administration	131.9
	Total	3,747.5
National Health and Welfare	Indian and Northern Health Services	747.9
Canada Mortgage and Housing	Social Housing	258.8
Employment and Immigration	Native Employment	214.0
Industry, Science and Technology	Aboriginal Economic Programs	81.0
Secretary of State	Transfer Payments to Aboriginal Groups	70.8
Solicitor General	Policing On-Reserve	44.7
	Incarceration of Aboriginal persons	81.9
	Incarceration Programs	3.0
Fisheries and Oceans	Fisheries Co-Management & Native Programs	19.6
Public Service Commission	National Indigenous Program	4.0
	Northern Careers Program	3.4
Justice	Aboriginal Justice	5.1
	Specific Claims Negotiations	5.2
	Aboriginal Self-Government Fund	1.7
	Native Court Workers	4.3
National Defence	Northern Ranger Program	4.3
Public Works	Accommodation (Common Service)	30.8
Other (Forestry, Privy Council, MOT)		10.0
General Overhead Allocation (for Programs and Activities outside of DIAND)		50.0
		5,388.0

**Exhibit II:
Allocation of Full Time Equivalents (FTEs) by Program
for Federal Program Directed at Aboriginal Peoples**

Department	Program/Activity	Program FTE's
Indian Affairs and Northern Development	Self-Government	82
	Comprehensive Claims	83
	Economic Development	290
	Lands, Revenues and Trusts	576
	Education	479
	Social Development	200
	Capital Facilities and Services	113
	Band Management	235
	Northern Affairs	261
	Administration	624
Total		2,943
National Health and Welfare	Indian and Northern Health Services	1,965
Canada Mortgage and Housing	Social Housing	
Employment and Immigration	Native Employment	
Industry, Science and Technology	Aboriginal Economic Programs	90
Secretary of State	Transfer Payments to Aboriginal Groups	25
Solicitor General	Policing On-Reserve	800
Fisheries and Oceans	Fisheries Co-Management & Native Programs	22
Public Service Commission	National Indigenous Program	
	Northern Careers Program	
Justice	Aboriginal Justice	32
	Specific Claims Negotiations	28
	Aboriginal Self-Government Fund	2
National Defence	Northern Ranger Program	
Other		10.0
		5,917

Section 2.4:
Summary of Federal Expenditures by Program

Department: Indian Affairs and Northern Development

Client Base and Eligibility Criteria: Primarily Indians on reserve but also Inuit in Quebec and Labrador, and Aboriginal People North of 60.

Program/Activity Summary: (individual descriptions follow)

**Exhibit III:
Actual 1992/93 DIAND Expenditures**

Program/Activity	(\$ millions)
Administration Program	48.9
Indian and Inuit Affairs Program	
Program Management	83.0
Self-Government	22.3
Comprehensive Claims	118.7
Economic Development	87.0
Lands, Revenues and Trusts	142.5
Education	893.5
Social Development	754.2
Capital Facilities and Services	679.4
Band Management	274.8
	3,055.4
Northern Affairs Program	
Program Management	2.3
Health Transfers to Territories	50.6
Political and Social Development	11.5
Economic Development & Resource Management	42.2
	106.6
Transfers to Territories Program	536.6
	\$3,747.5

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Costs: \$3,747.5 million (1992/93 actuals)

FTES: 2,943 (1992/93 actuals from Part III Main Estimates 1994/95).

Audit Trail:

Source of Data: 1992/93 Public Accounts which record actual expenditures for the 1992/93 fiscal year and information supplied by the department.

Reliability of Data: High

Calculations: The assumption has been made that virtually all of DIAND'S expenditures are in support of Aboriginal peoples (primarily to Status Indians on reserves); this is why the Department exists. The main exclusion from this approach is a portion of operating expenditures in the Northern Affairs Program and a portion of the Transfers to the Territories which have been assigned to the non-aboriginal component of the northern population (the DIAND and Trent studies made the same allocation).

The total of \$3,747.5 million (1992/93) for the Department is \$101.0 million higher than the comparable total in DIAND'S 1993 study which was based on the 1992/93 Main Estimates. The difference is accounted for by inclusion of:

- actuals less than Estimates (\$28.9 m.)
- the Administration Program (\$48.9 m.)
- a loan item in Claims (\$25.0 m.)
- a portion of Northern Program operating costs (\$56.0 m.)

Note that "internal Administration/Overhead" is comprised of two items: **Administration Program** (\$48.9 m.) and **Program Management** (\$85.3 m.) for a total of \$134.2 m. or 3.5% of departmental expenditures targeted towards aboriginal peoples. This figure is consistent with recent calculations by the department.

"External overhead" has been calculated separately and consists primarily of accommodation services provided by the Department of Public Works and Government Services and is described in the entry for that department.

**Exhibit IV:
Summary of 1992/93 DIAND
Expenditures by Key Line Objects**

Type of Expenditure	Expenditure (\$ millions)
Operating	205.3
Capital	29.9
Grants and Contributions	2,841.5
Transfer Payments	536.6
Corporate Overhead	134.2
Total	3,747.5

Department: Department of Indian Affairs and Northern Development

Program: Administration Program

Provides administrative support to the Department in the following areas:

**Exhibit V:
DIAND's Administration Program by Activity**

Activity	(\$ millions)
Finance and Professional Services	29.8
Human Resource Management	8.5
Executive Direction	5.7
Communications	4.9
Total	48.9

Source of Data: 1992/93 Public Accounts which record actual expenditures for the 1992/93 fiscal year under the headings of **Operating, Grants, Transfers, Capital and Loans** (non-budgetary).

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Costs: \$48.9 million (Actuals for 1992/93)

FTES: 624 (actuals from 1994/95 Main Estimates).

Audit Trail:

Source of Data: 1992/93 Public Accounts which record actual expenditures for the 1992/93 fiscal year.

Reliability of Data: High

Calculations: None

Department: Department of Indian Affairs and Northern Development

Program: Indian and Inuit Affairs Program (\$3053.6 million)

The Program is the Department's principal channel for support and services to Indian People on reserves and Inuit in Quebec, Labrador and the Northwest Territories.

Activity Description:

Self Government: (\$22.3 million)

Transfer payments to bands to support definition, negotiation, and establishment of Aboriginal self-government. Includes policy development, financial support to communities for the development and negotiation of community self-government proposals, in collaboration with other federal departments, agencies, and other levels of government as appropriate, new self-government relationships with communities or new sectoral arrangements within a region, negotiation and administration of financial arrangements with self-governing communities, and implementation and administration of federal self-government legislation and the James Bay and Northern Quebec Agreement.

Comprehensive Claims: (\$118.7 million)

These are expenditures regarding settlement of accepted comprehensive claims to aboriginal title, i.e. claims which pertain to the establishment of property rights in those areas where aboriginal title has not been dealt with by treaty or superseded by law. Approximately 80 percent of the expenditure is accounted for by comprehensive claims settlements and related self-government payments, with the remainder spent on the funding of native claimants and research and negotiation costs.

Economic Development: (\$87.0 million)

DIAND assumes a lead role within the Canadian Aboriginal Economic Development Strategy (CAEDS), accounting for 85 percent of CAEDS funds for Community Economic Development. Expenditures are primarily transfer payments to fund community-based Economic Development Organizations and the Regional Opportunities Program which, together, account for \$74.0 million of the economic development budget. Smaller amounts are spent on commercial and resource development programs, and managing and administering oil and gas exploration, development and production through **Indian Oil and Gas Canada**. A research and advocacy program to promote Indian and Inuit employment and business issues, an Indian Taxation Advisory Board, and activity management account for the remainder (\$11.4 million).

Lands, Revenues, and Trusts: (\$142.5 million)

Under the Indian Act, the Minister exercises authority on behalf of the Crown to administer reserve lands, Indian moneys and the estates of deceased Indians formerly resident on-reserve, the elections of band councils and the passage of by-laws, and the Crown's treaty obligations. Expenditures also relate to the settlement of specific land claims; responses to litigation by and against the Crown; protection of the lands reserved for Indians; addressing environmental issues affecting the lands; and registering individuals entitled to Indian status and band membership.

Land transactions for 2,330 reserves are administered by DIAND in accordance with the Indian Act, although 9 bands of 601 are exercising delegated authority for land management. Almost 60% of the expenditure is in the form of transfer payments. Transfers are made, for example, to Indian bands for land selection, registration administration, Bill C-31 test cases and forest fire protection on reserve lands. Funds are also transferred to provinces, corporations, or local authorities for forest fire suppression.

Education: (\$893.5 million)

Most of the expenditure is in the form of transfers, to bands or provincial agencies. In some cases, bands negotiate block fund transfers to local school boards with funding derived from DIAND. The vast majority of schools on reserve are operated by bands. At the post-secondary level, tuition, living allowances etc. are provided to eligible Indian and Inuit students enrolled in accredited post-secondary institutions.

Social Development: (\$754.2 million)

Through contributions to Indian Bands and Inuit settlements, their organizations and provincial governments, or agencies for social assistance, this Activity funds two main categories of support: **Social Assistance** (\$527.7 million) and **Welfare Services** (\$205.9 million). Fully 98 percent of the total expenditure are transfer payments to various First Nations, provincial governments, and other agencies responsible for the delivery of programs.

Capital Facilities and Community Services: (\$679.4 million)

Through contributions to Indian and Inuit, their bands, settlements and corporations, provincial governments and other organizations, this Activity funds the construction, operation, and maintenance of basic community capital facilities, such as water, sanitation, electrification, roads, community buildings and fire protection facilities, as well as the capacity to provide special services such as flood and erosion control and for the construction, operation and maintenance of housing and education facilities. Approximately 93 percent of the overall Capital Facilities and Community Services budget (including educational facilities and housing) is transferred to First Nations governments.

Band Management: (\$274.8 million)

Through grants (\$164.8 m.) and contributions (\$77.7 m.) to Indian bands, their district councils, and to Inuit settlements, the funding provides for general administrative staff and the normal expenses of conducting government operations in accordance with a formula that takes into account total membership, location, on-reserve population, the type and value of program services, and departmentally funded band employees. Bands not affiliated with tribal councils but with on-reserve populations of more than 2,000 are also eligible for funds to provide advisory services.

In addition, there are transfer payments of \$9.2 million to the province of Newfoundland for the delivery and cost-sharing of programs and services for the Indian and Inuit communities within the province normally provided by DIAND in other parts of Canada.

Program Management and Administration: (\$83.0 million)

This activity provides for the general management cadre and administrative support services internal to the Program at headquarters, regional and field office levels. Note that none of the expenditures of the Administration Program of the department have been included in this figure. This amount refers only to administrative costs within the Indian and Inuit Affairs Program.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$3,055.4 million (actuals 1992/93)

FTE'S: 2,058

Audit Trail:

Source of Data: 1992/93 Public Accounts which record actual expenditures for the 1992/93 fiscal year.

Reliability of Data: High

Calculations: None

Exhibit VI:
Summary of 1992/93 DIAND Indian and Inuit Affairs
Program Expenditures by Key Line Object

Type of Expenditure	Expenditure (\$ millions)
Operating	163.8
Capital	18.5
Grants	351.8
Transfer Payments	2,413.6
Loans	24.7
Administrative Overhead	83.0
Total	3,055.4

Department: Indian Affairs and Northern Development

Program: Northern Affairs Program/Territorial Transfers

Client Base and Eligibility Criteria: Aboriginal People North of 60.

Activity Summary:

DIAND's Northern Affairs Program has stewardship for northern natural resources, promotes the political, social and cultural development of the north and administers the operating and capital grants to the Northwest Territories and the Yukon Territory. In 1992/93, the Program was comprised of two activities:

Political, Scientific, Social and Cultural Development Activity:

Representing 47.6 percent of the Program expenditures, responsible for a wide range of programs and services related to political development in the Territories, devolution of provincial-type responsibilities, monitoring of native claims negotiations and the implementation of the Inuvialuit Final Agreement, and support for aboriginal organizations in their development of policy positions on various political, economic and social issues. The Activity administered the Territorial transfers and provided contributions to both the Yukon and Northwest Territories for health care provided to Indian and Inuit. Support was also provided for northern scientific and technology programs.

Economic Development and Resource Management Activity:

(50.3 percent of expenditures within NAP) responsible for economic development in the North, stewardship of natural resources and northern environmental protection.

The Territories do not receive Equalization Payments but do receive unconditional transfers from the federal government with some of the characteristics associated with Equalization. Under a 1989 agreement, the transfers are driven by a formula based on actual expenditures in 1982-83, inflated by growth in total provincial and municipal expenditures and by territorial population growth relative to national population growth. Like Equalization payments, account is taken of the revenue capacity of the territories. Unlike Equalization, offsets are introduced for other federal transfers into the territories, such as EPF transfers, CAP payments and other federal spending (including services rendered directly to Indians and Inuit).

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$643.2 million (actual 1992/93)

FTES: 261 (actuals from 1994/95 Main Estimates).

Audit Trail:

Source of Data: 1992/93 Public Accounts which record actual expenditures for the 1992/93 fiscal year.

Reliability of Data: High

Calculations: Transfers for 1992-93 were \$251.0 million to the Yukon and \$822.2 million to the Northwest Territories (herein pro-rated to the proportional northern aboriginal population (60.0 percent of the population in the Northwest Territories and 16.3 percent in the Yukon) with only 0.6 percent of these people on reserve. As well and on the same basis, an allocation (\$56 million) of the operating expenditures in the Northern Affairs Program (NAP) has been made. The rationale for the allocation is two-fold:

- NAP activities serve the northern population (and northern aboriginal people) and,
- these activities are to be transferred to territorial and/or aboriginal self-governments.

**Exhibit VII:
Summary - Northern Affairs Program**

Program Management	\$2.3
Health Transfers to Territories	\$50.6
Political and Social Development	\$11.5
Economic Development & Resource Management	\$42.2
	\$106.6
Transfers to Territories Program	\$536.6
	\$643.2

Department: Health Canada

Program: Health Program

Client Base and Eligibility Criteria: Inuit, Status Indians and residents of the Yukon

Activity: Indian and Northern Health Services

Activity Description:

- ensures the availability of health services for the Inuit and Status Indian population of Canada and residents of the Yukon Territory, and ensures access to them;
- provides treatment services where necessary, a variety of community health services, hospital services in some areas, the National Native Alcohol and Drug Abuse Program and a variety of non-insured health benefits in addition to provincial, territorial and municipal health services for clientele;
- works with Indian communities so that they may assume responsibility and control of health programs in accordance with their own needs and priorities;
- maintains accountability on behalf of the Minister for funds supporting Indian health programs and for the overall results of these programs after transfers are completed;
- retains responsibility for health facilities, non-community-based training and education programs, for example Indian and Inuit Health Careers and Schools of Dental Therapy, and specific responsibilities as negotiated in transfer agreements; and,
- ensures provision of environmental health services to Indian Bands across Canada through formal agreement with Occupational and Environmental Health Services.

The following activities, summarized in Exhibit VII below, are in Indian and Northern Health Services⁵:

Non-insured Health Benefits (\$421.7 million):

Health-related goods and services are provided to Canada's Inuit and status Indian population when they are not provided by other agencies. The benefits fall into six categories: drugs, dental care, vision care, medical transportation, medical insurance premiums, and other health care services. In 1992-93, NIHB expenditures included \$122.7 million for drugs, \$113.8 million for medical transportation and \$98.0 million for dental care.

⁵ the sub-activity expenditures and FTE's are 1992-93 actuals furnished by Health Canada

Community Health Services (\$181.9 million, 1,306 FTEs):

Various health and health promotion programs such as health education, immunization, nutrition counselling and dental health programs are available on-reserve to reserve residents, Inuit and residents of the Yukon. Emergency treatment services, diagnostic services, examination services and dental treatment are provided when not otherwise available from the provinces. Preventive and education programs aimed particularly at school-age children are a priority. Training is provided for nurses, community health representatives and dental health auxiliaries.

Brighter Futures (\$6.0 million, 1 FTE):

Within the Child Development Initiative, this Activity has the responsibility for the delivery of the Indian and Inuit Component which has six program elements targeted for Status Indians on-reserve and Inuit populations. The program elements within the Community Action component address the following three areas: community mental health, child development and solvent abuse. The Promotion component addresses an additional three program elements: injury prevention, healthy babies and parenting skills.

National Native Alcohol and Drug Abuse Program (NNADAP) (\$55.7 million, 32 FTEs):

This sub-activity is responsible for the provision of support to First Nation and Inuit people and their communities to establish and operate programs aimed at arresting and off-setting high levels of alcohol and drug abuse among the population living on-reserve and in Inuit communities. It also provides community-based prevention programs, as well as alcohol and drug residential treatment programs, limited training for alcohol and drug field workers, research and development activities specific to First Nations and Inuit communities and health promotion activities.

Environmental Health and Surveillance (\$8.6 million, 66 FTEs):

This sub-activity monitors community environmental conditions through environmental health and occupational health and safety inspections, water sampling and testing individuals for levels of contaminants such as mercury and PCBs. It delivers education and training programs and advises on the potential environmental effects of projects.

Hospital Services (\$42.5 million, 527 FTEs):

This sub-activity continues to operate six general hospitals providing services ranging from primary to limited secondary levels of care. These hospitals link with provincial and territorial health-care systems and smaller Medical Services Branch facilities such as nursing stations and promote local First Nations involvement on hospital advisory boards.

Community Health Services under First Nations Control (\$31.5 million, 33 FTEs):

This sub-activity's role is to develop the policies and processes and provide support for the transfer of federal health services and resources to First nations communities south of the 60th parallel, to the Government of Yukon, and to Yukon First Nations. This work is done through negotiated Health Transfer Agreements or Self-Government Agreements. This sub-activity also provides assistance, support, resources and payments to First Nations communities as negotiated in transfer agreements.

**Exhibit VIII: Activity Resource Summary
(1992-93 Actuals)**

Activity	\$ (Million)	FTE
Non-insured Health Benefits	\$421.7	--
Community Health Services	\$181.9	1,306
Brighter Futures	\$ 6.0	1
National Native Alcohol and Drug Abuse Program	\$ 55.7	32
Environmental Health and Surveillance	\$ 8.6	66
Hospital Services	\$ 42.5	527
Community Health Services Under First Nations Control	\$ 31.5	33
Total	\$747.9	1,965

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: 747.9 million (actuals 1992/93)

PYs: 1,965⁶ (actuals 1992-93)

Audit Trail:

Source of Data: - 1992-93 Public Accounts of Canada; and,
 - 1994-95 Part III of the Main Estimates (to obtain 1992-93 actual data)
 - Finance Branch, Indian and Northern Health Services

Reliability of Data: very reliable

Calculations: None

⁶ Health Canada, Part III Expenditure Plan, Main Estimates 1994/95, p.2-72

**Exhibit IX:
Summary of 1992/93 Indian and Northern Health
Services Costs by Key Line Object⁷**

Type of Expenditure	Expenditure (\$ millions)
Operating	\$510.2 ⁸
Capital	\$ 11.0
Grant	\$ 0.1
Transfer Payments	\$210.3
Costs of Employee Benefits & Accumulated Administrative Costs Allocated to Branch	\$ 13.5*
Amount Included in Another Program due to Coding Errors	\$ 3.0*
Total	\$748.1⁹

* Source: Health Canada

⁷ 1992-93 Public Accounts of Canada, Vol II (I)

⁸ It is assumed that management and administration costs are included in the \$510 million -these costs were \$58 million (528 FTEs) in Part III of the 1992-93 Estimates for Health Canada.

⁹ The difference between the two totals in Exhibits VII and VIII is due to rounding error and approximations given by Health Canada. The figure of 747.9 is used for federal expenditure purposes as it is the amount given for 1992-93 actuals which appeared in the 1993-94 Estimates.

**Exhibit X:
Summary of Actual 1992/93 Transfer Payments
Under Indian and Northern Health Services**

Description of Transfer Payment	\$ millions
Payments to Indian Bands, associations or groups for the control and provision of health services	\$ 24.1
Contributions on behalf of, or to, Indians or Inuit towards the cost of construction, extension or renovation of hospitals and other health care and delivery facilities and institutions as well as of hospital and health care equipment	\$ 18.7
Contributions to the Government of Newfoundland towards the cost of health care delivery to Indian and Inuit communities	\$ 0.9
Contributions to Indian Bands, Indian and Inuit associations or groups or local governments and the governments of the Yukon and Northwest Territories for community health representatives, medical transportation, health care professionals, promotion and support services	\$108.3
Contributions to Indian Bands and Indian and Inuit associations or groups or local governments under the National Native Alcohol and Drug and Abuse Program	\$ 51.9
Contributions to Indian and Inuit associations or groups for consultations on Indian and Inuit health	\$ 0.9
Contributions to universities, colleges and other organizations to increase the participation of Indian and Inuit students in academic programs leading to professional careers	\$ 2.5
Contributions to Indian bands, Indian and Inuit associations or groups or local governments, and to professional associations or educational institutions under the Family Violence Program	\$ 2.9
TOTAL	\$210.2

Department: Industry, Science and Technology

Client Base and Eligibility Criteria: All aboriginal peoples.

Activity: Aboriginal Economic Program (\$81.0 million)

The program is ISTC'S contribution to the Canadian Aboriginal Economic Development Strategy CAEDS) and comprises four principal components:

- The Aboriginal Business Development Program provides start-up or expansion funds for aboriginal commercial enterprises.
- The Joint Ventures Program helps establish links between aboriginal businesses and existing firms.
- Aboriginal financial institutions are assisted through the Aboriginal Capital Corporations Program.
- the Research and Advocacy Programs supports research, policy analysis, conferences, and economic development studies.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$81.0 million (1992/93 actuals)

FTES: 90 (1992/93 actuals)

Audit Trail:

Source of Data: Program details and figures were supplied by the department.

Reliability of Data: High

Calculations: None

Type of Expenditure	Expenditure (\$ millions)
Operating	16.6
Capital	.4
Contributions	64.0
Total	81.0

Department: Secretary of State

Program: Social Development

Client Base and Eligibility Criteria: Primarily non- status Indians off-reserve, Metis and Inuit.

Activities:

Native Social and Cultural Development Program: (\$1.0 million)

Eligible activities are those related to the revival and maintenance of aspects of traditional aboriginal cultures and languages which reinforce the identity of aboriginal peoples.

Aboriginal Women's Programs: (\$2.6 million)

Program funding is provided to national organizations and project funding to community and regional organizations to assist aboriginal women in influencing the development of government policies which affect women and the family unit.

Northern Native Broadcast Access Program: (\$11.3 million)

Provides production and distribution funding to aboriginal broadcasters to operate and maintain regional network production centres and to produce and broadcast radio and television programs for aboriginal audiences.

Aboriginal Friendship Centre Program: (\$19.7 million)

Aimed at aboriginal people residing in or travelling through urban communities, the program provides program, capital and project funding to the National Association of Friendship Centres and 99 friendship centres located in Canadian urban areas.

Aboriginal Representative Organizations Program: (\$6.4 million)

Provides program funding to Inuit, Métis and Non-Status Indian representative organizations which work to enable aboriginal peoples to participate in the political, social and economic life of Canada.

Aboriginal Constitutional Review Program: (\$3.0 million)

Provides funding to national aboriginal representative organizations to assist them in addressing outstanding constitutional issues and participating in the constitutional renewal process. A two-year program, introduced in 1991-92.

Canada/Northwest Territories Cooperation Agreement on Aboriginal Languages: (\$6.0 million)

Program assists the Territory in strengthening activities related to language maintenance and revitalization. Currently in a three-year agreement signed in 1991.

Canada/Yukon Aboriginal Languages Agreement: (\$1.4 million)

Assists the Territory and aboriginal communities in developing programs that will preserve and maintain the aboriginal languages of the Yukon. 1992-93 is the final year of the five year agreement.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$70.8 million (1992/93 actuals)

FTEs: 25 (1992/93 actuals)

Audit Trail:

Source of Data: Program details and figures were supplied by the department. The increase of \$19.5 million over the DIAND study estimate is due to extraordinary funding of aboriginal constitutional initiatives in 1992/93.

Reliability of Data: High

Calculations: None

Type of Expenditure	Expenditure (\$ millions)
Operating	6.2
Capital	.2
Transfer Payments	20.8
Contributions	43.6
Total	70.8

Department: Employment and Immigration

Program: Employment

Activity Description: Pathways to Success: (\$214.0 million)

EIC funds employment and skills development opportunities under the Canadian Aboriginal Economic Development Strategy (CAEDS) through the "Pathways to Success" program of the Canadian Jobs Strategy. The focus is on the issues of job development, job entry, skill shortages, skill investment, and community futures pertaining to aboriginal people. In addition, the Native Internship Program offers employment of native students during the summer months in various offices of the department.

The **National Aboriginal Management Board**, established in 1991-92, is charged with the responsibility of ensuring that departmental training and human resource development programs are delivered with direct input from aboriginal people.

Because the expenditures are generated from regular departmental funding and are delivered through a variety of agencies including EIC regional offices, aboriginal groups, other government departments etc. statistics are said not to be available on funding mechanisms, person years, operating and capital components.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$214.0 million (actuals 1992/93)

FTES: N.A.

Audit Trail:

Source of Data: Actuals supplied by the department and are \$14.0 million over the DIAND study estimate.

Reliability of Data: High

Calculations: None.

Type of Expenditure	Expenditure (\$ millions)
Operating	
Capital	
Contributions	214.0
Total	214.0

Department: Public Service Commission: \$7.4 million

Program:

Activity Description:

National Indigenous Program: (\$4.0 million)

This program offers department managers with the public service resource incentives to encourage the appointment of aboriginal peoples.

Northern Careers Program: Public Service Commission (\$3.4 million)

Support activities such as employment counselling for job interviews and advice and assistance in preparing résumés are provided to aboriginal people residing north of 60 degrees and who are seeking work within the public service in the Territories.

Department managers are offered resource incentives to encourage the appointment of aboriginal people.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$7.4 million (DIAND Study)

FTES: N.A.

Audit Trail:

Source of Data: 1992/93 DIAND study, actuals not confirmed by PSC.

Reliability of Data: Good

Calculations: None

Department: Department of National Defence

Program:

Activity Description: Northern Rangers Program : (\$4.3 million)

Northern Rangers are a sub-component of the Canadian Forces Reserves, acting as guides, advisors and survival instructors and occasionally assisting search and rescue missions.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$4.3 million (DIAND Study)

FTES: N.A.

Audit Trail:

Source of Data: 1992/93 DIAND study.

Reliability of Data: Good

Calculations: None.

Type of Expenditure	Expenditure (\$ millions)
N/A	
Operating	4.3
Capital	
Contributions	
Total	4.3

Department: Department of Justice: \$16.3 million

Program:

Activity Description:

Aboriginal Justice Fund: (\$5.1 million)

A five-year discretionary contributions fund which provides money for aboriginal communities for policy consultation and co-ordination, independent socio-legal research and data collection; cross-cultural training for justice professionals; testing of innovative ways of delivering public legal education and information; and community-based pilot projects to improve the responsiveness, fairness, effectiveness and inclusiveness of the justice system as it affects aboriginal peoples.

Native Court Workers Program: (\$4.3 million)

Assists native adults or young offenders charged with an offence by helping them understand their legal rights and obtain legal assistance.

Aboriginal Self-Government Fund: (\$1.7 million)

The fund supports federal involvement in tripartite self-government negotiations, through the provision of contributions to off-reserve Aboriginal communities and associations to facilitate their participation.

Specific Claims Negotiations: (\$5.2 million)

The program involves litigation support provided by the Department of Justice to DIAND for cases involving aboriginal claims.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$16.3 million (Actuals 1992/93)

FTES: 62 (Actuals 1992/93)

Audit Trail:

Source of Data: Program details and figures were supplied by the department.

Reliability of Data: High

Calculations: None

Type of Expenditure	Expenditure (\$ millions)
Operating	7.8
Capital	
Contributions	8.5
Total	16.3

Department: Fisheries and Oceans Canada

Program:

Activity Description: Aboriginal Fisheries Strategy: (\$19.6 million)

The program is designed to increase Aboriginal participation in fisheries management and enhance economic opportunities in fisheries for aboriginal peoples.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$19.6 million (1992/93 Actuals)

FTEs: 25 (1992/93 Actuals)

Audit Trail:

Source of Data: Program details and figures were supplied by the department.

Reliability of Data: High

Calculations: None

Department: Canada Mortgage and Housing Corporation (CMHC): (\$258.0 million)

Program: Social Housing

Activity Description:

CMHC operates three specific aboriginal programs accounting for approximately 13 percent of its overall budget:

The On-Reserve Non-Profit Housing Program, in conjunction with DIAND's housing program, provides a subsidy which enables bands to reduce the interest rate payable on money borrowed to finance housing projects.

The Urban Native Non-Profit Housing Program is offered in urban areas with populations over 2,500 to provide subsidy assistance to native-sponsored non-profit housing organizations to own and operate rental housing projects. Households must be in core need and pay rents usually not in excess of 25% of income. An ongoing subsidy covers

the difference between total rents paid and the actual cost of financing and operating the project. Assistance is also given to reduce the principal and interest payments used to amortize capital costs of the project over 35 years.

The Rural and Native Housing Program provides housing assistance on a lease-to-purchase and rental basis to rural, low-income off-reserve native and non-native communities. A home ownership option was terminated at the end of 1991. Rural is defined as communities having populations of 2,500 or less. 50 percent of the activity is targeted to native people.

Federal off-reserve housing programs typically involve joint agreements with the provinces wherein the federal government contributes 75% of costs. Actual delivery takes place through provincial or local governments and a wide variety of community agencies.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$258.0 million (1992/93 Actual)

FTES: N.A.

Audit Trail:

Source of Data: 1992/93 Actuals were supplied by the Corporation.

Reliability of Data: High

Calculations: None

Type of Expenditure	Expenditure (\$ millions)
Operating	
Capital	
Transfer Payments	258.0
Total	258.00

Department: Solicitor General

Program:

Activity Description:

Native Policing: (\$44.7 million)

Expenditures support policing services on-reserve, in keeping with the recommendations of the Federal Task Force on Native Policing. Current spending is part of a five-year plan to develop new policing arrangements, emphasizing First Nations administration and program delivery. The Program includes an RCMP component of \$12.3 million in 1992/93 and an FTE complement of 189 for aboriginal special constables. A little over \$30 million was for First Nations' specific programs employing 690 First Nation officers to provide policing and security in First Nation communities.

Correctional Services: (\$84.9 million)

Approximately 2,300 self-identified aboriginal offenders were in federal correctional institutions in 1992 representing an incarceration cost of \$81.9 million. Other expenditures, roughly in the amount of \$3.0 million, are for institutional programs such as Native Spirituality, Inmate Liaison and Substance Abuse Readiness.

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$129.6 million (1992/93 Actuals)

FTEs: 800 (1992/93 Actuals)

Audit Trail:

Source of Data: Program details and figures were supplied by the department.

Reliability of Data: High

Calculations: None.

Type of Expenditure	Expenditure (\$ millions)
Operating	93.6
Capital	
Contributions	36.0
Total	129.6

Department: Public Works

Programs: Real Property

Activity: Office Facilities: \$30.8 million

Provides and manages the supply of federal office accommodation

Total 1992/93 Program Resources Dedicated to Aboriginal Peoples:

Expenditures: \$30.8 million

FTEs: N.A.

Audit Trail:

Source of Data: 1994/95 Main Estimates and departmental officials for actual FTE data.

Reliability of Data: Good

Calculations: Accommodation costs are the second highest administrative expenditure item for government after salaries. Public Works and Treasury Board Secretariat use a figure of \$5200 per employee per year for accommodation. This figure is derived from an annual survey undertaken by the Builders and Owners Association (BOMA) and is also used by large private sector organizations such as the banks, IBM and others. For this study \$5200 has been multiplied by the number of full-time employees associated with aboriginal programs in relevant departments to arrive at a total for Public Work's support to federal aboriginal programs (Exhibit II enumerates FTE totals for relevant departments.)

3.0 Territorial Government

3.1 Yukon

Information on Aboriginal Population Relevant for Costing Purposes

In 1991, the Aboriginal Peoples Survey determined that the Aboriginal population in the Yukon was 4,520 out of a total population of nearly 27,800 (16.3%). Only a few hundred are on reserves; the majority live on Crown land in mixed native and non-native communities. There are 20 communities in the Yukon but 70% of the population resides in Whitehorse.

The Yukon Indian Land Claim Settlement Act recently passed by Parliament covers both status and non-status Indians in the Yukon and provides for \$242 million in cash compensation over 15 years, 41,439 square kilometres of lands on which Yukon Indians will retain any Aboriginal title that previously existed, participation on various lands and wildlife boards and an obligation by the federal government to enter into self-government negotiations with any of the 14 Yukon First Nations which wish to do so.

For the most part, Yukon Indians do not participate in the mainstream Yukon economy. The "official" unemployment rate is about 35% but in reality is more like 60% in the smaller communities. The Indian population is quite young; 85% are under the age of 45 which, combined with a high birth rate, portends a high unemployment rate well into the future.

Territorial Government Approach to Services for Aboriginal Peoples

Historically, Yukon Territorial governments have not distinguished among Yukoners in their delivery of policies, programs, operations and services. Recently there have been changes in these respects (YTG is a signatory to the land claim and self-government agreements) but, overwhelmingly, government services are targeted to the general population.

This is not to say that there are not expenditures specifically targeted to Aboriginal people. YTG does participate in federal programs aimed at Aboriginal people such the Native Courtworkers Program, Native hospital and medical care, and Native social assistance but on an almost fully cost-recoverable basis, i.e. the program is either 100% cost recoverable or virtually so given that YTG's "own source" revenues are only about

20% of total revenues.

Territorial Government Approach to Tracking Costs of Services to Aboriginal People

In the context of implementation of Aboriginal self-government in the Yukon, YTG is now undertaking a financial review of expenditures for both Aboriginal and Non-aboriginal components at the community level. The nub of the issue here is not to identify targeted programs for Aboriginals but rather to prepare for negotiations regarding the share of the operating and capital grants from the federal government.

Aboriginal Share of Territorial Government General Purpose Programs

The territorial governments are heavily dependent on the federal government for financing which is provided in the form of a large grants, transfer payments (EPF) and payments for services. Cost-shared programs are often on an 80:20 basis, the actual territorial government share being less than 20%, given the grant and transfer payment revenues from the federal government.

Under a 1989 agreement, the federal grant is calculated by a formula based on actual expenditures in 1982-83, inflated by growth in total provincial and municipal expenditures and by territorial population growth relative to national population growth. Like Equalization payments, account is taken of the revenue capacity of the territories. Unlike Equalization, offsets are introduced for other federal transfers into the territories, such as EPF transfers, CAP payments and other federal spending (including services rendered directly to Indians and Inuit).

With some small exceptions, the federal government regards its grant to the territories as fulfilling its Constitutional obligation under section 91(24) to provide services and programs to Indians and Inuit.

On the basis of this methodology, Yukon Government expenditures in support of Aboriginal people would have been **\$21.7 million** in 1992/93. This amount is derived as follows:

\$ millions (see notes below)

Total YTG Expenditures	Federal Grant	Federal Transfers	Net YTG Expenditures	Aboriginal Share @ 20%
418.2	240.0	45.0	133.2	21.7

Notes:

1. "total expenditures" includes capital which tends to inflate the Aboriginal share
2. the federal amounts are accounted for in the analysis of federal expenditures

Sources of Information:

Government of Yukon, Public Accounts 1992/93.

DIAND, Northern Indicators, June 1993.

Prince, Michael J. and Gary Juniper, "Looking at Public Finance in the North", Research Report for the Royal Commission on Aboriginal Peoples.

3.2 Northwest Territories***Information on Aboriginal Population Relevant for Costing Purposes***

The total Aboriginal population in the Northwest Territories was estimated at 34,585 in the APS and constitutes 60% of the total population (57,650 in the 1991 Census). The make-up of the Aboriginal population is as follows:

- Inuit: 21,030 (61%)
- Métis: 3,890 (11.2%)
- North American Indian: 9,805 (28.4%)

Inuit make up the great majority (90%) of the population in what will be the new territory of Nunavut while non-natives are a slight majority in the West (Denendeh).

The Aboriginal population is young; one third is under 15 and the birth rate is twice the Canadian average. Although there are 61 communities, almost half the population lives in the five largest centres; Yellowknife, Iqaluit, Hay River, Inuvik and Fort Smith.

Urbanization is taking place, particularly among non-natives but 75% of the native population still live in the smaller communities where economic opportunities are scarce.

Income in the small native communities is derived mainly from subsistence sources (the imputed value of hunting, fishing and trapping), transfer payments and wages, in approximately equal portions.

Territorial Government Approach to Services for Aboriginal Peoples

In a territory where the majority of the population is aboriginal, the "Premier" is an Aboriginal woman and the Legislative Assembly has a majority of Aboriginal representatives, territorial government services are of a general nature and expenditures are not specifically targeted to Aboriginals.

However as in the Yukon, the Government of the Northwest Territories (GNWT) does participate in federal programs aimed at Aboriginal people such the Native Courtworkers Program, Native hospital and medical care, and Native social assistance but again on an almost fully cost - recoverable basis, i.e. the program is either 100% cost recoverable or virtually so given that GNWT's "own source" revenues are only about 16% of total revenues.

Territorial Government Approach to Tracking Costs of Services to Aboriginal People

There is no approach as such. To the extent that GNWT does "track" expenditures on behalf of Aboriginal people, it does so with respect to programs it contracts for and/or cost-shares with the federal government.

Aboriginal Share of Territorial Government General Purpose Programs

The territorial governments are heavily dependent on the federal government for financing which is provided in the form of a large grant , transfer payments (EPF) and payments for services. Cost-shared programs are often on an 80:20 basis, the actual territorial government share being less than 20%, given the grant and transfer payment revenues from the federal government.

Under a 1989 agreement, the federal grant is calculated by a formula based on actual expenditures in 1982-83, inflated by growth in total provincial and municipal expenditures and by territorial population growth relative to national population growth. Like Equalization payments, account is taken of the revenue capacity of the territories. Unlike Equalization, offsets are introduced for other federal transfers into the territories, such as EPF transfers, CAP payments and other federal spending (including services rendered directly to Indians and Inuit).

With some small exceptions, the federal government regards its grant to the territories as fulfilling its Constitutional obligation under section 91(24) to provide services and programs to Indians and Inuit.

On the basis of the proposed methodology, GNWT expenditures in support of Aboriginal people would have been **\$145.5 million** in 1992/93. This amount is derived as follows:

\$ millions (see notes below)

Total GNWT Expenditures	Federal Grant	Federal Transfers	Net GNWT Expenditures	Aboriginal Share @ 59%
1127.2	780.9	103.8	242.6	145.5

Notes:

1. "total expenditures" includes capital which tends to inflate the Aboriginal share
2. the federal amounts are accounted for in the analysis of federal expenditures

Sources of Information:

Government of Northwest Territories, Main Estimates 1994/95

DIAND, Northern Indicators, June 1993.

Prince, Michael J. and Gary Juniper, "Looking at Public Finance in the North", Research Report for the Royal Commission on Aboriginal Peoples.

4.0 Five Provinces with More Information

4.1 Québec

Information on Aboriginal Population Relevant for Costing Purposes

- In 1991, the total Aboriginal population of Quebec was 69,260. This represents 9.6 per cent of the total Aboriginal population in Canada and about 1 per cent of the population of Québec. This total includes about 7,227 Inuit and 9,076 Metis.
- Of the 69,000 Aboriginal peoples in Quebec, about 36,000 live off-reserve (including Inuit and Metis in this number). About half the North American Indian population of the province lives off-reserve.
- Of the 35,000 living off-reserve, about 18,100 are living in urban areas. This is a little over 50 per cent. A very large share of urban Aboriginal population (13,500) is North American Indian.
- The Aboriginal population is increasing at a rapid rate. One-third of the total Aboriginal population is under the age of fifteen; about 10 per cent is over the age of fifty-five.
- In Québec, there are ten Indian nations in 39 bands, varying in size from 200 to 7,500; there are 15 Inuit communities varying in size from 64 to 1,200.
- It is estimated that in the Aboriginal population over 15, one Indian in four and one Inuit in five suffers from chronic diseases such as diabetes, emphysema, arthritis, etc.
- It is also estimated the 40 per cent of the Aboriginal population between the ages of 15 and 64 have less than 9 years of education.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for Quebec. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting.

Summary Provincial Approach to Services for Aboriginal Peoples

- The James Bay and Northern Quebec Agreement of 1975 was signed by the Grand Council of the Cree, the Northern Quebec Inuit Association, as well as the federal and provincial governments. In this agreement, the provincial government agreed to make ongoing program payments to the Cree and Inuit peoples, in part to settle land claims and to enable hydro-electric power developments to proceed. Settlement with the Naskapi was incorporated through an auxiliary agreement in 1978.
- By far the largest share of the provincial payments made for and on behalf of Aboriginal peoples are to the three above-mentioned groups: the 11,277 Cree, the 6,960 Inuit and 488 Naskapi (altogether 28 per cent of the total Aboriginal population of Quebec).
- The above-mentioned agreement enables the Cree to exercise a permanent right to control the hunting, fishing and trapping of all economically important species of game in northern Quebec. It also enables the Cree to exercise a strong degree of self-government in their own communities. There have been 10 "conventions complémentaires" between the Cree and the Québec government since the signature of the original agreement.
- In 1964, the federal and provincial governments signed an agreement transferring the federal responsibility for the Québec Inuit to the province. Later, through the above-mentioned 1975 agreement, the Québec Inuit took control of delivery of most local government services, including the running of a school board. The Makivik Corporation replaced the Northern Inuit Association and is the land claims corporation that represents the Inuit of Quebec in their relationship with the provincial and federal governments. A large share of the annual program payments made by the provincial government to the Inuit is directly to the Makivik Corporation.
- In the Ministère du Conseil exécutif, there is a Secrétariat aux affaires autochtones, which has been in existence since 1978. This Secrétariat raises the importance of Aboriginal issues within the provincial government and assists in the coordination of the activities of various departments with respect to Aboriginal communities.

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- Since 1987, the Secretariat aux affaires autochtones has been documenting the disbursements incurred by provincial departments for the Aboriginal population in Québec. The most recent edition of costing information is for the 1992/93 fiscal year, and is the basis used for the summary information provided in this section.
- The expenditure information is presented by department, on an activity and sub-activity level. Furthermore, payments are broken down by recipient band/group/municipality. The recipient band or group is identified. The purpose of each payment is briefly described. The actual dollar amount is provided, rounded to the nearest dollar. Whether the amount in question is budgetary (capital and operating), non-budgetary (loan) or loan guarantee is also stated. Given the eight years this information has been collected, and the level of detail, the reliability of the information is very high.
- The scope of the expenditure information is wide: it covers all dedicated expenditures to Aboriginal expenditures and all expenditures of a general character for which a *clearly identifiable* Aboriginal share can be assigned. An example is front-line staff in one unit, where those who are spending 100 per cent of their time serving Aboriginal client groups can be easily identified. The information includes expenditures that may have been incurred by non-Aboriginal third parties in support of Aboriginal interests (i.e. contract archaeological research). In effect, the data gathering has enabled all *incremental*, clearly identifiable expenditures on Aboriginal peoples, whether urban or rural, etc. to be documented.
- The Secretariat aux affaires autochtones indicates that the Aboriginal share of non-specific or general purpose programs has never been identified and documented. This includes: welfare, family allowance, legal aid, health insurance, social services, hospital services, etc. The province is taking measures to address these gaps and it appears that the Ministries of Public Security, Justice, and Education have already begun to calculate this information, while Health and Social Services have yet to do so.

Proposed Methodology to Determine Costs

- Accordingly, the consultants have used the documentation provided by the Secretariat aux affaires autochtones to provide the clearly identifiable provincial expenditures.

Description of Clearly Identifiable Activities and Sub-activities

- The clearly identifiable, incremental amounts of Aboriginal expenditures incurred by Québec in 1992/93 is \$428.8 million, of which \$105.9 million is the federal share (Exhibit II) already counted in this study under DIAND expenditures. It follows that net provincial expenditures of \$322.9 million is the appropriate baseline number for Quebec.
- Of the total amounts disbursed by Quebec, 85 per cent is in support of the Cree, Naskapi and Inuit, and have their origin in the 1975 James Bay and Northern Quebec Agreement.
- The province spent \$14.5 million on other North American Indians on reserve, \$31.8 on all North American Indians combined, and on Friendship Centres, Aboriginal Women, and North American Indians off-reserve. In addition, there are \$19.4 million of expenditures that cannot be allocated to any single Aboriginal group.
- Hydro Quebec's expenditures of \$85.4 million relate to the development and maintenance of its hydro-electric generation installations, transmissions lines, maintenance, and services. It is likely that a large share of these expenditures are not incremental and would be incurred, regardless of the presence of Aboriginal peoples. In keeping with the exclusion of all expenditures relating to federal, provincial, and territorial government sourcing with Aboriginal peoples and businesses, it is recommended that these amounts not be included in the identified expenditures for Quebec.

Aboriginal Shares of General Purpose Programs

- The consultants have made some calculations to identify the likely order of magnitude of the Aboriginal share of general purpose programming. The presentation in Exhibit III is based on population share and a level of use factor for these services and programs, when compared to non-Aboriginal populations.

Sources of Information

Drewes, Torben and Harry Kitchen, Current Practices in Financing Aboriginal Government, Research Report for the Royal Commission on Aboriginal Peoples, Trent University, March 1994, 81 pages.

Dupuis, René, Le Gouvernement du Québec et l'Autonomie gouvernementale des autochtones, Research Report for the Royal Commission on Aboriginal Peoples, November 1993, 164 pages.

Gouvernement du Québec, (Secretariat aux affaires autochtones), Déboursés, Aides, et Dépenses "Autochtones" pour l'Année 1992/93, Volumes I et II

Government of Quebec, Public Accounts 1992-93, volume 2.

Smith, Dan, The Seventh Fire: The Struggle for Aboriginal Government, Key Porter, 1993, 248 pages.

Exhibit I:

**Exhibit II: Clearly Identifiable Aboriginal Expenditures, Quebec Government,
1992-93**

**Exhibit III: Incremental Share of General Purpose Programs, Quebec Government,
1992/93:**

**Exhibit IV:
Summary of Clearly Identifiable Aboriginal Expenditures**

Municipal Affairs (\$29.6 million)

Municipal Affairs makes annual contributions to support administration and financial management of native communities, to improve local services, and to provide for compensation in lieu of property taxes (\$18.4 million).

Municipal Affairs takes out loans in order to improve local infrastructure in Aboriginal communities (\$11.2 million).

These payments are in support of three groups: Attikameks and Montagnais, Mohawks, and Inuit. Inuit receive the bulk of the funds: everything less about \$106,000. There is no federal reimbursement.

Agriculture, Fisheries and Food (\$.5 million)

This Ministry undertakes antirabies vaccination of domesticated animals in Cree, Inuit and Naskapi communities and promotes the development of commercial fishing and aquaculture. About \$88,000 covers office expenses incurred by the Ministry.

Communications (\$.4 million)

This Ministry gives relatively small-sized contributions in support of the development of native newspapers and community and local radio programs. Some of the funds support training of natives involved in these sectors. About \$63,000 covers office expenses incurred by the Ministry.

Culture (\$1.0 million)

Culture provides funds for: native cultural development; various cultural competitions; studies and workshops relating to the cultures of native communities; the support of native cultural institutions; the diffusion of information on native cultural activities; and native participation in international conferences;

Education (gross: \$134.3 million; net after federal contribution: \$66 million)

Education disburses funds to support: construction, renovation, and expansion of schools (\$21.9 million) ; native school commissions (\$111.7 million); development and improvement of teaching materials (\$.3 million); activity coordination and various administrative requirements (\$0.5 million). Note that some overhead costs are included.

By far the largest share of these expenditures (at least \$133 million) is disbursed in support of Cree, Inuit and Naskapis.

There is a federal reimbursement of \$68.3 million, covering 25 per cent of Cri and Inuit educational expenses, and 75 per cent of Naskapi educational expenses.

Energy and Resources (\$.6 million)

This Ministry has a section that addresses native affairs and various salaries and O&M expenses incurred in this section of the Ministry are earmarked.

Graduate Studies and Sciences (\$1.0 million)

Funds are provided for the training of native nurses and social workers, and for the support of native persons in CEGEPs and studying law.

There is a federal reimbursement of about \$.2 million.

Environment (\$2.2 million)

Environment disburses funds to support: transportation of water samples; sampling of water; environment assessment; support for native environmental organizations; and some overhead and related administrative costs. Note that some overhead costs are included.

There is no federal reimbursement

Finances (\$4.9 million)

In accordance with the agreements signed with native peoples, the Québec government, via the Department of Finance makes annual payment to the regional Cree administration (\$3.8 million) or to the Société Makivik (\$1.1 million), for Naskapis and Inuit. Nominally, these payments are to cover the interest on bonds issued as indemnity against future development.

Forests (\$2.7 million)

The Ministry disburses funds for the reforestation of native lands (including the purchase and transportation of seedlings), for the promotion of silviculture and the protection of native forests, and for the construction and improvement of roads giving access to native communities. Salary and office expenses of \$.05 million are indicated.

Industry Commerce and Technology (\$.05 million in 1991/92, nil in 1992/93)

In 1992/93, the Society of Industrial Development gave bank guarantees of \$2.2 million to cooperative associations in Inuit communities. Although these represent an exposure and a risk assumed by the Government of Québec, these are not funds disbursements and are not tallied here.

Justice (\$6.6 million)

The Ministry of Justice provides funds to support activities relating to: violence prevention in native communities, victims of violence, and family violence (\$.2 million).

The Ministry also incurs expenses relating to the administration of justice vis a vis Indians on the register (direction générale du personnel et de l'administration, \$.3 million; direction générale des affaires criminelles et pénales, \$.3 million; commission des services juridiques, \$1.2 million; direction du droit autochtone, \$.5 million, magistrature, \$.5 million; tribunal du travail, chiffre inconnu; direction des ressources matérielles, direction générale des services judiciaires, services parajudiciaires autochtones du Québec, \$3.5 million).

There is no federal reimbursement.

Recreation, Hunting and Fishing (\$4.9 million)

This Ministry provides support for native hunting, fishing and trapping activities; for native sport, recreational, and open air activities (through the Jeunes volontaires program); and for some monitoring, reporting, and collection activities.

There is no federal reimbursement.

Employment, Training, and Income Security (\$.6 million)

This Ministry supports the hiring of native employment promotion and development officers and coordinators in the various bands and communities. Office and administrative costs of \$.1 million were also incurred.

There is no federal reimbursement.

Industrial Research (nil in 1991/92 and 1992/93)

No information provided

Health and Social Services (\$74.5 million)

This Ministry: pays for a local officer in each of the communities, to register natives for these programs (\$.3 million); supports native and other organizations that provide health services to native peoples (\$68.1 million); incurs capital costs in support of the provision of health and social services to native peoples--equipment, vehicles, furniture, accommodation, and renovation of existing real property (\$2.9 million); undertakes activities with a view to reducing the incidence of family violence (\$.1 million); supports community organizations offering various health and social services (such as women's shelters, youth centres, etc.) (\$2.2 million); undertakes activities for the prevention of alcoholism and drug abuse (\$.1 million); supports health services offered at Friendship Centres in urban areas (\$.3 million); covers various administrative and overhead costs (\$.1 million).

There is no federal reimbursement.

Public Security (\$14.7 million)

This Ministry pays for correctional, parole, and half-way house services for native clientèle. Salary costs and O&M costs associated with personnel in these service areas are included (\$7.4 million)

This Ministry provides support for a program of hiring and training native enforcement officers ("constables" in French) (\$6.8 million)

This Ministry also incurs certain costs relating to the salaries of the direction générale de sécurité civile, the purchase of equipment for this direction, and some technical assistance expenses associated with sécurité civile in Inuit communities (\$.3 million).

Tourism (\$.03 million)

This Ministry incurs various minor expenses associated with the salaries of its direction de planification et de recherche; it also incurs expenses with respect to setting up a Native Tourism Office (\$.03 million).

Transports (\$48.1 million)

This Ministry disburses funds for: archaeological inventories and excavations (connected to transportation infrastructure) (\$.1 million); road construction, maintenance and repair on the reserve (\$38.6 million); ministerial travel, support and administrative costs (\$.8 million); the construction of northern airports and related infrastructure (\$5.4 million); transportation of students (\$2.9 million); police surveillance of highways through a native reserve (\$.09 million); and the operation of a ferry in a northern community (\$.09 million).

Office of Planning and Development (\$1.2 million in 1991/92, \$.4 million in 1992/93)

This Office provides support for: the Inuit's Kativik Regional Development Council (\$.3 million); community radio, the development of multi-purpose community centres, and the development of regional development institutions (\$.1 million);

Office of Income Security for Cree Hunters and Trappers (\$15.9 million)

The Québec government pays \$15.0 million in support payments, and about \$900,000 for the administration of this program.

Secretariat for Native Affairs (\$4.7 million)

The expenses associated with the Secretariat are \$3.3 million. The Secretariat also funds; various socio-cultural, sports, and networking (travel) activities of Aboriginal groups (\$0.2 million); various training and economic development initiatives (\$.6 million); various forms of participation of native peoples in Quebec, Canadian and international workshops and conferences (\$.9 million).

Société d'Habitation de Québec (SHQ) (\$81.2 million)

The Société pays for: the accommodation of natives living off reserve (\$.9 million); the operation of subsidised housing in northern communities (\$39.6 million); the operation of rural accommodation for natives living off-reserve in rural communities (\$6.2 million); the construction of subsidised housing in Inuit communities (\$14.7 million); the construction of rural accommodation (\$2.7 million); the construction of urban accommodation (\$8.9 million); and various administrative expenses associated with its operations (\$1.2 million).

Société immobilière du Québec (\$1.9 million in 1991/92, nil in 1992/93)

No Comment

Hydro Quebec (\$85.4 million)

Hydro Quebec awards commercial contracts to Aboriginal persons and businesses for development of its electrical grid. Such activities involve rental of accommodation, translation, publishing, archaeological investigation, passenger transportation by air, purchase of fuel, clearing of land, etc. (\$49.0 million).

Hydro Quebec pays indemnities to Aboriginal peoples, purchases bonds issued by native corporations, contributes to the community fund of native communities and reimburses negotiating expenses of native groups (\$36.4 million).

No federal reimbursement.

**Exhibit V:
Total Québec Expenditures for
Services to Aboriginal Peoples (1992-93)**

Area	1992/93 Actuals
Targeted and Clearly Identifiable Expenditures	322.9
Aboriginal Share of General Purpose Programs	306.8
Total	629.7

4.2 Ontario

Information on Aboriginal Population Relevant for Costing Purposes

- In 1991, the total Aboriginal population of Ontario was 143,149. This represents 19.9 per cent of the total Aboriginal population in Canada and about 1.4 per cent of the population of Ontario. This total includes 0 Inuit and 12,752 Metis.
- Of the 143,149 Aboriginal peoples in Ontario, about 97,688 live off-reserve (including Metis in this number). About half the North American Indian population of the province lives off-reserve.
- Of the 97,688 living off-reserve, about 77,367 are living in urban areas. This is well over 50 per cent. A very large share of urban Aboriginal population is North American Indian. Therefore, approximately 68 per cent of Aboriginal people in Ontario live off-reserve, mainly in large urban centres such as Toronto and Ottawa-Hull. The 1991 APS reported about 15,000 people with Aboriginal identity living in the Toronto area.
- There are 128 Indian Bands or First Nations in Ontario, occupying about 197 reserves or settlements, with populations ranging from bands of less than 100 members to the Six nations of the Grand River with a registered Indian population of 16,513.
- In terms of employment, incomes and educational levels, Aboriginal people in Ontario do considerably better than national averages for their counterparts across the country. On the other hand, they are substantially worse off than non-natives in Ontario, e.g. unemployment is at 10.6% compared with 5.9% and 22.3% have incomes less than \$2,000 against 13.4% for the total provincial population.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for Ontario. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting.

Summary Provincial Approach to Services for Aboriginal People

- Although Ontario holds the view that the federal government has lead responsibility

for all Aboriginal people, Aboriginal people living off-reserve have complete access to Ontario funded programs and services.

- On reserves, Ontario accepts responsibility for the provision of services that are cost-shared with the federal government such as the First Nations Policing Agreement and the Canada-Ontario General Welfare Agreement and to a limited extent, provides some services that are not cost-shared such as remote airports and construction of community recreation facilities.

Exhibit I

- The present Government of Ontario has made major policy commitments to Aboriginal people in Ontario including recognition of Aboriginal inherent right to self-government and Aboriginal participation in resource management, and has undertaken to improve provincial programs and funding arrangements in Aboriginal communities on and off reserve.

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- The Government of Ontario has established an annual process to monitor, track and coordinate provincial spending on programs and services targeted to Aboriginal peoples, communities and governments.
- The process began in 1992 with a decision to use the 1993/94 estimates process as a pilot project to establish an annual data base of Provincial expenditures on Aboriginal peoples. Despite some difficulties, it was determined that the annual estimates process was an effective and cost efficient method for collecting such expenditure data.

Methodology to Determine Costs

- With respect to clearly identifiable provincial costs, financial and program information is taken from a Government of Ontario analysis prepared by the Ontario Native Affairs Secretariat/Treasury Board: 1991/92 Ontario Expenditures on Aboriginal Peoples, Communities and Governments, May 1994.
- The analysis was prepared on the basis of data obtained from the 1993/93 Main Estimates and is displayed in Exhibit II which illustrates by ministry, annual expenditures targeted to Aboriginal people, communities and governments for the years of 1991/92 (actuals) and 1992/93 (printed estimates). It is important to note that the expenditure information contained in this data base *does not* include mainstream programs of general applicability, where clients are not identified by ethnicity.
- Order of magnitude calculations have been made to establish the Aboriginal share of general purpose programs. These are displayed in Exhibit III.

Clearly Identifiable Activities and Sub-Activities

Aboriginal Participation in Ontario Programs

- For targeted expenditures, only 1991/92 data was available.
- In 1991/92, provincial ministries spent approximately **\$336 million (actual)** on expenditures targeted to Aboriginal peoples, communities and governments. Based on the printed estimates, targeted expenditures for 1992/93 should increase by **6.5%**.
- In 1991/92, **\$80.4 million** was reimbursed by the federal Government under the following Canada-Ontario cost-shared agreements:

- 1965 Indian Welfare Agreement	\$73.4 million
- First Nation Policing Agreement	\$5.8 million
- Native Court Worker Program/ Law Officer of the Crown	\$1.2 million
- Taking into account federal reimbursements, the total provincial expenditures targeted to Aboriginal peoples, communities and governments was approximately **\$255.8 million** or **76.1%** of total expenditures for 1991/92.
- Of the **\$336 million** spent in 1991/92, approximately **\$278 million** were from operating programs and **\$58 million** from capital programs.
- In 1991/92 approximately **\$150.3 million** was provided to Aboriginal governments, organizations or institutions in the form of transfer payments.
- Although 16 provincial ministries have Aboriginal-targeted expenditures, **85.4%** of the government's expenditures on Aboriginal peoples flow through five main ministries: Community and Social Services (**32.9%**); Health (**26.7%**); Solicitor General and Correctional Services (**9.6%**); Ontario Native Affairs Secretariat (**9.2%**); and Northern Development and Mines (**6.1%**).

Sources of Information:

Government of Ontario, Public Accounts Vols. I and III, 1994/95.

1991/92 Expenditures on Aboriginal Peoples - Analysis of Expenditure Data Obtained from 1993/94 Estimates, Ontario Native Affairs Secretariat/Treasury Board, May 1994.

Cameron David, Wherret Jill and Ann Brascoupe, Research Associate, New Relationship, New Challenges: Aboriginal Peoples and the Province of Ontario (Draft Report), April, 1994.

Exhibit II:
1991/92 and 1992/93 Provincial Expenditures by Ministry
Targeted to Aboriginal Peoples, Communities and Governments

Ministry	1991/92 Actuals (\$M)	1992/93 Printed Estimates
Attorney General	4.3	4.9
Citizenship	14.1	15.5
Community and Social Services	110.8	118.6
Consumer and Commercial Relations	0.0	0.0
Culture, Tourism and Recreation	4.3	5.7
Education and Training	14.0	22.7
Environment and Energy	0.7	2.1
Health	89.7	94.4
Housing	3.2	3.3
Municipal Affairs	0.0	0.0
Native Affairs	31.0	40.2
Natural Resources	3.7	7.1
Northern Development and Mines	20.4	9.9
Solicitor General and Correctional Services	26.4	23.3
Transportation	12.3	9.7
Women's Issues	1.2	0.7
TOTAL	336.2	358.0

The figures for 1991/92 are actuals.
The figures for 1992/93 are from the Printed Estimates

Exhibit III:

**Exhibit IV:
Summary of Clearly Identifiable Aboriginal Expenditures**

Community Development Sector

The sector includes programs aimed at promoting capacity building within Aboriginal communities to provide basic community services; and at fostering Aboriginal culture.

\$3.1 million *Native Community Branch: Staffing Special Projects and Services (CIT)*

Includes staffing dollars related to the administration of programs and services delivered by the Ministry's Native Community Branch.

\$1.4 million *Special Programs and Services Grants (CIT)*

Includes Transfer Payments to Aboriginal groups and organizations in support of leadership training, research, communications, retention and revitalization of Aboriginal culture, as well as social development projects that explore innovative ways of dealing with issues identified by Aboriginal Communities.

\$0.9 million *Culture, Tourism and Recreation Services (MCTR)*

Includes Transfer Payments, salary dollars and O.D.O.E. to support Aboriginal library services, community radio services, and the production of Aboriginal-specific heritage information sources at the Archives of Ontario.

\$0.6 million *Recreation and Arts Development (MCTR)*

Includes Transfer Payments and salary and O.D.O.E. dollars for community recreation programs and services, and to help fund the provision by the Ontario Arts Council's Community Arts Development Office of development assistance for First Nations' folk art throughout the province.

\$0.3 million *Anti-Recession Projects (MCTR)*

Includes training for staff at First Nation libraries.

\$0.2 million *Emergency Fire Prevention (MSGCS)*

Includes funding for the training of Aboriginal people in fire protection and prevention methods and initiatives in communities with no fire departments (off-reserve).

\$0.1 million *Training Initiatives (OWD)*

Includes grants for the training of health professionals about the responses to sexual and wife assault.

\$0.1 million *Other*

TOTAL \$ 6.7 million

Economic Development Sector

Includes programs aimed at promoting Aboriginal business ventures and at developing economic strategies and resource development agreements.

\$0.7 million	<i>Native Assistance: ND&T Operating (MNDM)</i>	Includes Transfer Payment funding for Aboriginal organizations to assist with operational funding for Aboriginal planning boards, development of economic strategies, and costs associated with negotiating and implementing resource development agreements.
\$0.6 million	<i>Ontario Aboriginal Economic Development Program (CIT)</i>	Includes funding provided to non-profit, incorporated Aboriginal organizations to assist in the promotion of small business ventures within Aboriginal communities.
\$0.2 million	<i>Native Economic Participation Fund (ONAS)</i>	Includes funding provided to Aboriginal governments/ organizations to facilitate the success of Aboriginal-owned and operated businesses.
\$0.1 million	<i>Other (MNR)</i>	Includes land initiative for tourist operations and social and economic development for Grassy Narrows.
		TOTAL \$1.6 million

Education and Training Sector

The Education and Training Sector includes initiatives aimed at providing culturally appropriate education and training opportunities and services for Aboriginal people.

It should be noted that Ontario colleges, universities and school boards may choose to use a portion of their general operating budget to provide Aboriginal-specific programs and services, and the cost of these initiatives are not reflected in the data base.

\$6.1 million	<i>FUTURES and Youth Employment Counselling Centres Programs (MET)</i>	Includes programs targeted to unemployed youth, providing employment counselling services, pre-employment preparation, and job placement services.
\$3.3 million	<i>Post-Secondary Initiatives (MET, MOH)</i>	Includes: funding for the implementation of Aboriginal Education and Training Strategy; Native Nurses Entry Programs; the Aboriginal component of the Northern Distance Education Network; cost-shared Aboriginal university programs, and the Summer Experience Program targeted to Aboriginal students; etc.
\$2.9 million	<i>Adult Literacy (MET)</i>	Includes funding for community groups to provide basic literacy and skills training for Aboriginal peoples.
\$2.2 million	<i>Skills Training (CIT, MET)</i>	Includes funding to promote apprenticeship training to Aboriginal peoples; to

develop training standards for Aboriginal-specific courses and programs; to assist non-profit Aboriginal organizations provide on-the-job skills upgrading for Unemployed Aboriginal people; and to provide special training for First Nation constables.

\$1.6 million *Elementary/Secondary Initiatives (MET)*

Includes funding for heritage language training, DPI and Community-based pilot project funding; Native Counsellor Training Program and the Department of Education's Native Education Policy Unit.

\$0.1 million *Other*

TOTAL \$16.2 million

Health Sector (Ministry of Health)

The Health Sector includes programs and services which address the health needs of Aboriginal people.

The Ministry reported that it is unable to estimate program expenditures for Status Indians off-reserve made by way of its Hospitals Health Insurance program. Likewise, MOH indicated that it could not calculate the costs incurred on behalf of Status Indians for use of labs, drugs and assistive devices.

The majority of the Health Sector expenditures are mandated by legislation for the operation of hospitals and the provision of health care services and OHIP.

Large year-over-year increases in the operating costs for the Community Health Centres, Alcohol and Drug Dependency, and Health Care Systems Research programs may, in general, reflect the coming into play of the Aboriginal Reform Agenda and, in particular, signify a greater sensitivity and awareness on the part of the Government for the health care needs of the Aboriginal population.

\$20.4 million *Health Insurance*

Includes Transfer Payments for the Moose Factory and the Sioux Lookout Zone Medical Services Program, and Status Indian OHIP Costs.

\$4.3 million *Emergency Health Services*

Includes Transfer Payments for the provision of ambulance services in general, and for equipment, supplies, training and helipads for First Nations communities in particular.

\$3.0 million *Alcohol and Drug Dependency Program*

Includes funding for the provision of counselling services to Aboriginal people, for alcohol and/or drug abuse treatment.

\$1.8 million *Extended Care Services*

Includes Transfer Payments for the provision of operational funding to licensed nursing homes under the Health Insurance Act.

\$2.7 million *Community Mental Health Programs and Psychiatric Services*

Includes Transfer Payments for Aboriginal mental health counselling and treatment. O.D.O.E. in support of Aboriginal patients at Lakehead Psychiatric Hospital.

\$1.4 million *Community Health Centres (Operating and Capital)*

Includes Transfer Payments to non-profit, off-reserve Aboriginal institutions, which provide primary medical care, nursing, health promotion and community development programs.

\$1.6 million *Service Assistance*

Includes Home Care Assistance Program and the Underservices Area Plan.

\$52.9 million *Operation of Hospitals*

Includes Transfer Payments for that portion of operational funding provided to general hospitals, which is directed towards the on-reserve Status Indian population; Aboriginal community nursing staff in nursing stations, providing services to Status Indians; and hospital translation services programs.

TOTAL \$89.7 million

Housing and Community Infrastructure Sector

Includes capital funding targeted to Aboriginal communities or Aboriginal people

\$21.0 million *Transportation Infrastructure (MNDM and MTO)*

Includes capital and operating funding for the construction and maintenance of remote airports, winter roads and reserve roads.

\$13.2 million *Aboriginal Community Capital Infrastructure Fund (ONAS)*

Includes capital funds to meet Ontario's commitment to improve 'Quality of Life' by addressing health and safety infrastructure inadequacies in Aboriginal communities, primarily through two Canada- Ontario Agreements: Six NAN Bands and Plumbing Retrofit

\$11.8 million *Anti-Recession Program Capital (MNDM, ONAS)*

Includes a one-year initiative aimed at improving infrastructure development for reserve communities (approximately \$90,000 per reserve in northern Ontario); and 1.2 million in one-time expenditures by ONAS.

\$9.3 million *Community Buildings (CIT, MCTR, MNDM, MEE)*

Includes capital funds for constructing recreation, friendship, business, daycare centres and First Nations Building Retrofit Program.

\$3.2 million *Social Housing (HOU)*

Includes non-profit housing capital and operating funds delivered through the Rural and Native Housing Program.

TOTAL: \$59.2 million

Justice Sector

The Justice Sector includes programs related to policing, crime prevention, Aboriginal-related court activity, correctional facilities and support services for inmates and probationers. The Sector includes programs of the ministries of the Attorney General (MAG), the Solicitor General and Correctional Services (MSGCS), and the Ontario Women's Directorate (OWD).

Formal cost-sharing agreements accounted for roughly \$7 million in federal government reimbursements to the province in 1991/92.

\$11.6 million ***First Nations Policing Agreement (MSGCS)***

Includes Transfer Payment funding for 222 First Nations constables on 72 First Nations Territories in Ontario and the costs associated with negotiating regional policing agreements with the aim of increasing the number of constables in the future.

\$8.2 million ***Correctional Facilities (MSGCS)***

Includes the Aboriginal inmate population costs associated with the operation of the Thunder Bay and Kenora jails.

\$4.3 million ***Aboriginal Court Staff Related Activity (MAG)***

Includes Attorney General staffing funds and Transfer Payments associated with Aboriginal court related activities in the North.

\$5.4 million ***Aboriginal-Specific Support for Inmates and Probationers (MSGCS)***

Funding for Community Resource Centers, Probation and Parole Officers, the Native Inmate Liaison Program, Native Program Coordinators, Open Custody Youth Program.

\$0.8 million ***Sexual Assault/Wife Assault Prevention (OWD)***

Transfer Payments for community organizations to develop public awareness, prevention and counselling services.

\$1.6 million ***Other (MSGCS-OWD)***

Transfer payment grants and family healing policy development

TOTAL \$31.9 million

Lands and Resources Sector

The Lands and Natural Resources Sectors includes programs aimed at resolving outstanding land claims, facilitating self government and co-management arrangements and promoting capacity building in resource related activities.

By way of regular programming and new initiatives such as Negotiations with Aboriginal Communities on Lands and Resources Issues Co-management Agreements (with the Teme-Augama Anishnabai, the Wabaseemoong First Nation, Shoal Lake First Nations, and

Windigo and Shibogama Tribal Councils); Interim Measurements Agreements; Moose River Basin Initiative and the Environmental Assessment Reform Project, the Government is aiming towards a greater inclusion of Aboriginal peoples and communities in the decision-making processes affecting the province's lands and natural resources.

\$5.6 million	<i>Ontario Native Affairs Secretariat Operations (ONAS)</i>	
		Includes staffing dollars and other direct operating expenditures (O.D.O.E.) for ONAS.
\$5.6 million	<i>Core Funding (ONAS)</i>	
		Comprised of Transfer Payments to fund various Aboriginal processes involving consultations, negotiations and the conclusion of agreements.
\$4.9 million	<i>Support for Community Negotiations (ONAS)</i>	
		Includes Transfer Payments to Aboriginal governments and organizations to help with resolving outstanding land claims, and for negotiating self-government agreements.
\$1.5 million	<i>Capacity Building: In Resource Related Activities (MNR)</i>	
		Includes expenditures relating to training Aboriginal persons in fire management and prevention, forestry operations and extended ecosystem management. All resource management and related activities occurred primarily on-reserve with the majority of expenditures dedicated to remote northern communities.
\$0.7 million	<i>Natural Resource/Economic & Community Development (MNR)</i>	
		Includes salary dollars and O.D.O.E. for greater Aboriginal community role toward the increased utilization, marketing, and management of the province's renewable natural resources.
\$0.7 million	<i>Co-Management (MNR)</i>	
		Includes expenditures for the Ministry's Aboriginal liaison services associated with negotiations, consultations and co-management agreements and liaison workers in coastal communities.
\$0.5 million	<i>Land Claims and Self-Government Negotiations (MNR)</i>	
\$0.4 million	<i>Environmental Control and Protection (MEE)</i>	
		Includes Transfer Payments for the management of timber resources, emergency water supply, emergency spills prevention and clean-up, and for Project Indigenous Restoration (a one-time forum).
\$0.5 million	<i>Other</i>	
		TOTAL \$20.4 million

Social Services Sector

The Social Services Sector includes the provision of social services such as income maintenance, day care and child welfare services, and community counselling.

Includes programs of the Ministry of Community and Social Services (MCSS).

Formal cost-sharing agreements accounted for \$73.4 million in federal Government reimbursements to the Province in 1991/92.

FBA payments are made to individuals and identification by ethnic origin is not available. GWA payments made to First Nations (Bands) have been identified. The issued identified with respect to off-reserve funding described in section 3.1 of this report also applied to these programs.

\$54.8 million *Adults' and Children's Services: Income Maintenance*

Includes Transfer payments consisting of municipal allowances and benefits under the General Welfare Assistance (GWA) Program, administered by municipalities and First Nations.

\$37.4 million *Adults' and Children's Services: Children's Services*

Includes Transfer Payment Funding for Child Care centres and day nursery spaces; Child Welfare services, such as protection, abuse prevention, foster care, adoption and family support, delivered by Children's Aid Societies; services under the Young Offender's Act such as residential programs for Phase I (up to 16 years of age), secure and open detention and custody, community support programs, and probation services in Northeastern Ontario; and off-reserve Community Support Services, including counselling services and the provision of Community Development Officers.

\$16.3 million *Adults' and Children's Services: Adults' Services*

Includes Transfer Payments comprising Long-Term Care in the form of Homemakers and Nursing Services; Community Counselling and Support Services tied to wife assault prevention in municipalities and unorganized territories; the Social Services Employment Program delivering short-term employment assistance for Aboriginal people already receiving some form of benefits; the Native Community Development Worker Program under the auspices of the Federal and Indian Friendship Centres; and services for the prevention of Violence Against Women such as counselling outreach, shelters and male batterers' programs.

\$1.5 million *Anti-Recession Capital*

One-time funding for Anti-Recession initiatives and capital and economic development projects, including, among other things, renovations and repairs to secure custody sites and to day nurseries, both on and off reserve.

\$0.8 million *Other*

TOTAL \$110.8 million

Exhibit V:
Total Ontario Expenditures for
Services to Aboriginal Peoples (1992-93)
(\$ millions)

Area	1992/93 Actuals
Targeted Programs and Activities	\$358.0
Aboriginal Share of General Purpose Programs	\$767.2
Total	\$1,125.2

4.3 Manitoba

Nature and Size of Aboriginal Communities in the Province

- In 1991, the total Aboriginal population of Manitoba was 107,126. This represents 14.9 per cent of the total Aboriginal population in Canada and about 9.6 per cent of the population of Manitoba. This total includes 0 Inuit and 34,101 Metis.
- Of the 107,126 Aboriginal peoples in Manitoba, about 67,152 live off-reserve (including Metis in this number). About 33,051 the North American Indian population of the province lives off-reserve.
- Of the 67,152 living off-reserve, about 49,838 are living in urban areas. This is significantly over 50 per cent. A very large share of urban Aboriginal population (27,446) is North American Indian.
- There are 61 reserves in Manitoba, with populations varying in size from 90 (Buffalo Point) to 4,870 (Peguis). Twenty-six (26) reserves have populations greater than 1000 and at least 15 First Nation communities are inaccessible by all-weather roads and/or rail.
- The Manitoba Aboriginal population is among the poorest in Canada, with 27% of this population making less than \$2000 per annum. Consequently, social assistance is an important source of income for the Aboriginal population - in 1991 almost 34% (47% of on-reserve, 31% of off-reserve and 24% of Metis) of the adult Aboriginal population received social assistance generally¹⁰.
- As in other communities in Canada, Aboriginal peoples are increasingly moving to urban centres - a recent study indicated that by the year 2000, 1 in 4 people entering the Winnipeg labour force will be Aboriginal.¹¹
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting.

¹⁰ APS

¹¹ Brock, K.L., Relations with Canadian Domestic Governments: Manitoba, draft submission to RCAP, March 1994, p. 35.

Exhibit I: Relevant Demographic Information

Provincial Approach to Services for Aboriginal Peoples

- Manitoba's policy towards Aboriginal peoples is still evolving and initiatives are based on issues rather than on an overall strategy.
- The Native Affairs Secretariat, located in the Ministry of Northern Affairs, is responsible for the development and coordination of Native policies and programs for the department and the provincial government. Created in February of 1982, its major objectives are to:
 - provide research and analysis of existing and planned program and policy initiatives;
 - improve coordination of provincial policy and programming by providing liaison across government departments and through liaison with community organizations;
 - support negotiations with Canada to clarify financial and jurisdictional issues; and,
 - negotiate with Native leadership on issues relating to Provincial jurisdiction. The total 1992-93 expenditure for the Secretariat was \$1.7 million.

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- There are a small number of identifiable programs which are 100% dedicated to Aboriginals.
- Overall, however, there does not appear to be a system in place which would enable the province to track costs for services to Aboriginals who use general purpose programs, particularly in the areas of health, family services, housing, justice and education.
- Critical gaps include:
 - on-reserve usage of off-reserve programs and off-reserve usage of on-reserve programs (particularly in the area of health)
 - social services does not identify the ethnic origin of its clientele
 - program utilization by Metis
 - overhead costs and administration costs

Proposed Methodology to Determine Costs

- examined 1992-93 Estimates and Public Accounts for the Province of Manitoba
- reviewed all available relevant reports, including the 1992-93 Annual Reports of Manitoba Health and Northern Affairs
- identified targeted Aboriginal programs
- reviewed demographic data
- key problems/issues:
 - lack of specific program information in the financial documents so that even targeted programs will be overlooked

- reluctance on the part of the province to share information for fear that any numbers they give out will be used against them in negotiations for self-government - "just another way for the federal government to offload its responsibilities onto the provinces"
- little work has been done by the provincial government to track this data
- lack of information sharing and cooperation between ministries/departments of a given province and also between provinces
- some overlap between general purpose programs and dedicated programs
- issue of overhead/administration costs remains

Costs for Services to Aboriginal Peoples

Exhibit II summarizes the identifiable targeted Aboriginal programs by ministry and Exhibit III summarizes the Aboriginal incremental share of general purpose programs in the areas of Education, Justice, Health, Housing, Family Services, and Culture, Heritage and Recreation.

**Exhibit II:
Identification of Dedicated Programs &
Activities (1992-93) - Manitoba**

Department	Program/Activity	Amount (\$million)	Total (\$million)
Northern Affairs	• all activity ¹²	\$21.1	\$21.1
Education and Training	• Native Education Program	\$0.8	\$0.8
Health	• Northern Patient Program ¹³	\$2.4	\$2.4
	• Aboriginal Justice Initiatives	\$0.2	\$0.2
Total Identifiable Costs Targeted to Aboriginals			\$24.5

¹² The activities of this Ministry are being treated as 100% dedicated to Aboriginal peoples (as it is felt that the majority of those served by this Ministry are Aboriginal).

¹³ As this program serves primarily Aboriginal peoples, this program is being treated as 100% dedicated to Aboriginal peoples.

Exhibit III

**Exhibit IV:
Total Manitoba Expenditures for
Services to Aboriginal Peoples (1992-93)**

Source of Cost	Total Amount (\$ millions)
Total costs for dedicated Aboriginal programs	\$24.5
Aboriginal share of general purpose programs	\$434.3
Total Estimated Cost of Services to Aboriginal Peoples in Manitoba	\$458.8

Sources of Information

- Province of Manitoba Public Accounts 1992-93, Vol.1
- Brock, K.L., Relations with Canadian Domestic Governments: Manitoba, draft submission to RCAP, March 1994
- 1992-93 (if not available, the most recent was examined) Annual Reports for the key sectors

4.4 Saskatchewan

Nature and Size of Aboriginal Communities in the Province

- In 1991, the total Aboriginal population of Saskatchewan was 93,192. This represents 12.9 per cent of the total Aboriginal population in Canada and about 9.3 per cent of the population of Saskatchewan. This total includes 27,539 Metis.
- Of the 93,192 Aboriginal peoples in Saskatchewan, about 58,045 live off-reserve (including Metis in this number). Almost two-thirds (64%) of Saskatchewan's Aboriginal population lives off-reserve. About 54 per cent of the North American Indian population of the province lives off-reserve.
- Of the 58,045 living off reserve, about 39,855 are living in urban areas. This is over 50 per cent. A very large share of the urban Aboriginal population (23,469) is North American Indian.
- There are 70 Indian bands organized into different Tribal Councils. There are 145 reserves with an average on-reserve population of about 560.¹⁴
- 84% of the Indian and Metis population of Saskatchewan is concentrated in 1 of 18 census subdivisions (1991 Census): Saskatchewan North (23%), Regina and surrounding area (17%), Saskatoon and surrounding area (15%), Prince Albert and surrounding area (13%), Meadow Lake and the surrounding area (9%), and the Battlefords and surrounding area (7%).
- A growing proportion of Saskatchewan Aboriginal people are children and youth; i.e., only 4%¹⁵ are over 65, while 50% are under 19 years of age.
- 80% of Aboriginal youth do not complete high school and 70% of the inmates of Saskatchewan jails and correctional institutions are Aboriginal persons.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for Saskatchewan. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting.

¹⁴ Ministry of the Solicitor General of Canada Backgrounder Aboriginal Initiatives, June 1993, p.3.

¹⁵ Submission of the Province of Saskatchewan to RCAP, p.3.

Exhibit I: Relevant Demographic Information

Provincial Approach to Services for Aboriginal Peoples

- The government of Saskatchewan has recognized that the Federation of Saskatchewan Indian Nations (FSIN) and the Metis Society of Saskatchewan (MSS) as the official voices of the Aboriginal governments in the Province. The recently signed agreement with the FSIN, the bilateral agreement with the MSS, and the tripartite process framework agreement between Canada, the Province of Saskatchewan and the MSS are considered to be key elements assisting a greater implementation of Aboriginal self-government and economic development for Saskatchewan Aboriginal peoples and their governments.
- In September of 1993, the Saskatchewan Treaty Land Entitlement Framework Agreement among her Majesty the Queen in Right of Canada, Entitlement Bands and Her Majesty the Queen in Right of Saskatchewan was agreed to and signed.
- The government of Saskatchewan is currently finalizing a comprehensive policy framework which is expected to include children and families, economic renewal and employment, Aboriginal community organization and capacity, justice reform, and race and cross-cultural relations.
- In addition, Saskatchewan is providing funding to non-governmental organizations that do not come under the umbrellas of Aboriginal governments but which address the concerns and interests of Aboriginals in cities and elsewhere in the province.
- The Indian and Metis Affairs Secretariat, established on April 1, 1983, is responsible for Aboriginal Affairs and serves as the "window" into government for Indian and Metis peoples. Its mandate is to:
 - "review and formulate policy recommendations and coordinate the government's response to matters affecting Indian and Metis peoples;
 - administer employment training and business development programs to complement federal initiatives in these areas;
 - provide for Saskatchewan's obligations regarding Treaty Land Entitlements pursuant to agreements with the Federal Government and Indian Bands; and,
 - facilitate Aboriginal community development and the development of Aboriginal service delivery systems and institutions to provide for culturally appropriate, rationalized and accountable services, controlled and managed by Aboriginal peoples for Aboriginal peoples."¹⁶

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Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- The costs of programs 100% dedicated to Aboriginals are identifiable within each relevant department.
- Overall, there is no provincial system in place to track costs for services to Aboriginals using general purpose programs; e.g., education, social services, etc. However, some effort is being made in the key area of justice.
- Critical gaps include:
 - on-reserve usage of off-reserve programs and off-reserve usage of on-reserve programs (particularly in the area of health)
 - social services does not identify the ethnic origin of its clientele
 - program utilization by Metis
 - overhead costs and administration costs

Proposed Methodology to Determine Costs

- examined 1992-93 Estimates and Public Accounts for the Province of Saskatchewan
- reviewed all relevant reports, including the 1992-93 Annual Reports of key ministries; i.e., Health, Justice, Social Services, Education, and the Indian and Metis Affairs Secretariat
- talked to key people in these ministries
- identified targeted Aboriginal programs
- reviewed demographic data
- key problems/issues:
 - lack of specific program information in the financial documents so that even targeted programs will be overlooked
 - reluctance on the part of the province to share information for fear that any numbers they give out will be used against them in negotiations for self-government - "just another way for the federal government to offload its responsibilities onto the provinces"
 - overall very little work has been done to track this data

- lack of information sharing and cooperation between ministries/departments of a given province and also between provinces
- some overlap between general purpose programs and dedicated programs
- issue of overhead/administration costs remains

Costs for Services to Aboriginal Peoples

Exhibit II summarizes the identifiable targeted Aboriginal programs by ministry/department and Exhibit III summarizes the Aboriginal incremental share of general purpose programs in the areas of Education, Health, Justice, Housing and Social Services.

Exhibit II:
Identification of Dedicated Programs & Activities¹⁷
(1992-93)

Department	Program/Activity	Amount (\$million)	Total (\$million)
Agriculture	• Saskatchewan Indian Agricultural Program	\$0.2	\$0.2
Community Services	• Native Urban Housing • Northern Affairs	\$2.8 \$1.1 ¹⁸	\$3.9
Economic Development	• Indian and Metis Economic Development Projects	\$1.6	\$1.6
Education, Training and Employment	• Aboriginal and Northern Education • Northern Teacher Education Program • Saskatchewan Urban Native Teacher Education Program • Non-Status Indian Metis Program • Grant to the Gabriel Dumont Institute	\$13.9 ¹⁹ \$1.4 ²⁰ \$1.5 ²¹ \$4.9 ²² \$0.8 ²³	\$22.5
Health	• Northern Health Services	\$7.8 ²⁴	\$7.8
Indian and Metis Affairs Secretariat	• Grants to Indian and Metis Organizations • Indian Economic Development Program • Metis Business Development Program • Aboriginal Career Development Program • Public Authorities • Treaty Land Entitlement Payments	\$0.5 \$0.9 \$0.5 \$0.3 \$0.1 \$13.4	\$17.4
Municipal Government	• Urban Native Housing Subsidies	\$3.1	\$3.1

¹⁷ Unless otherwise stated, costs are based on 1992-93 Estimates rather than the 1992-93 Public Accounts as the Estimates contained more information on Programs. In addition, the province of Saskatchewan apparently restructured its departments between publication of the Estimates and the publication of the Public Accounts.

¹⁸ Saskatchewan Public Accounts for Year Ending March 31, 1993

¹⁹ As this program serves primarily Aboriginals, it is being treated as 100% dedicated to Aboriginal peoples. However, there may be some elements of other targeted programs that may be included in the \$13.9 million.

²⁰ Saskatchewan Education, Training and Employment 1992-93 Annual Report, p.10

²¹ Ibid, p.10.

²² Ibid, p.31.

²³ Ibid, p.31.

²⁴ As for Aboriginal and Northern Education, this program is being treated as 100% dedicated to Aboriginals as a majority of the clientele would be Aboriginal.

Department	Program/Activity	Amount (\$million)	Total (\$million)
Total Identifiable Costs Targeted to Aboriginals			\$56.5

Exhibit III

**Exhibit IV:
Total Saskatchewan Expenditures for
Services to Aboriginal Peoples (1192-93)**

Source of Cost	Total Amount (\$ millions)
Total costs for dedicated Aboriginal programs	\$57
Aboriginal share of general purpose programs	\$312
Total Estimated Cost of Services to Aboriginal Peoples in Saskatchewan	\$369

Sources of Information

- Province of Saskatchewan Public Accounts 1992-93 and 1992-93 Estimates
- Mitchell, Hon. Robert, W.,Q.C., Minister of Justice and Attorney General for Saskatchewan, Cultivating Change, Submission to RCAP regarding Aboriginal Peoples and the Justice System, Feb 1994
- Submission of the Province of Saskatchewan to RCAP
- Ministry of the Solicitor General of Canada Backgrounder Aboriginal Initiatives, June 1993
- Dudgeon, Paul J. and Dore, Thomas, Domestic Governance Project: Saskatchewan Government Study, draft submission to RCAP, November 1993
- Ministry spokespersons/internal reports
- 1992-93 Annual Reports for the key sectors: Health, Education, Justice, Social Services, Saskatchewan Indian and Metis Affairs Secretariat

4.5 British Columbia

Nature and Size of Aboriginal Communities in the Province

- In 1991, the total Aboriginal population of British Columbia was 120,685. This represents 16.7 per cent of the total Aboriginal population in Canada and about 3.6 per cent of the population of British Columbia. This total includes 0 Inuit and 9,433 Metis.
- Of the 120,685 Aboriginal peoples in British Columbia, about 74,678 live off-reserve (including Metis in this number). About half the North American Indian population of the province lives off-reserve.
- Of the 74,678 living off reserve, about 55,964 are living in urban areas. This is significantly over over 50 per cent. A very large share of urban Aboriginal population (49,205) is North American Indian.
- There are 200 Bands and 1600 (representing 72% of the total number of reserves in Canada) reserves in British Columbia. There are approximately 30 tribal councils in in the province.
- In comparison to other provinces, much of B.C.'s Aboriginal population is urbanized. Many reserves are located in close proximity to urban areas, with 26 municipalities having 45 reserves actually within municipal boundaries (Taylor and Paget 1991).
- Education levels of the Aboriginal working age population (15 to 64 years of age) are lower than those of the total labour force.
- The Aboriginal unemployment rate is almost 28% compared with an overall rate of just over 10% for the province. In 1991, about 28% if the Aboriginal people reported receiving social assistance for some period of time (Statistics Canada, APS, 1991).
- In 1986 the federal Parliament passed the Sechelt Band Self-Government Act, thereby creating for 600 Sechelt Indians one of the few only examples of Indian self-government.

- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for British Columbia. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting.

Exhibit I: Relevant Demographic Information

Provincial Approach to Services for Aboriginal Peoples

- The pre-eminent issue in Aboriginal policy in British Columbia is the negotiation and settlement of modern treaties. In September of 1990, the Native Claims Registry was established within the Ministry of Native Affairs and in December of 1990, the British Columbia Claims Task Force (a tripartite body consisting of the 2 levels of government and the Nisga'a) was established to recommend how the three parties could begin negotiations and what such negotiations should include.
- In addition, the province appointed a Third Party Advisory Board representing major resource sectors, unions, business organizations, municipalities, recreation, tourism and environmental groups. At its inaugural meeting in April of 1991, two working groups were formed: 1) Fisheries and 2) Interim Measures which advise on occupation, use and management of lands and resources pending the settlement of a given land claim.
- Further consultative effort is being concentrated in other key areas where the province envisages that it can work with Aboriginal people toward "self-sufficiency" and "self-government"; i.e., post-secondary education, economic development and the sharing of resources, health, alcohol and drug counselling and programs for children. However, this is a difficult process due to the considerable fragmentation of urban Aboriginal political activity and the lack of a clear consensus as to which are the representative organizations.
- There is a Ministry of Aboriginal Affairs. In 1991, its mandate was expanded to reflect the B.C. government's commitment to forge more honourable and productive relationships with First Nations by:
 - negotiating modern-day treaties with First Nations to define Aboriginal rights to land and resources and to self-determination; and,
 - increasing Aboriginal involvement in government decision-making processes, and ensuring Aboriginal and non-Aboriginal interests are balanced in the pre-treaty period.
- Other ministries have established a variety of "Aboriginal" units and/or Aboriginal advisors, which generally act in a planning, policy and coordinating role. For example:
 - In 1993, the Ministry of Environment, Lands and Parks distributed "Interim Guidelines on Aboriginal Use of Fish and Wildlife" as a step in establishing formal

guidelines for assessment of Aboriginal sustenance needs and establishment of clear enforcement regulations;

- The Ministry of Agriculture, Fisheries and Food has developed an interim consultation policy on decisions concerning resource allocations within its mandate;
- The Ministry of the Environment has recruited Aboriginal Liaison officers for several regional offices; and.
- In response to recommendations of the Task Force on Native Forestry to increase the training and education of natives in forestry as well as native participation in silviculture, the Ministry of Forests spent \$4.5 million on Aboriginal initiatives and a further \$2.7 million in silviculture contracts to natives in FY92-93.

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- The costs of programs 100% dedicated to Aboriginals are identifiable within each relevant department.
- Overall, there is no provincial system in place to track costs for services to Aboriginals using general purpose programs; e.g., education, social services, etc. However, some effort is being made in the key areas of health and justice.
- Along with its targeted programs, the percentage allocation of costs, based on the percentage of Aboriginal clientele using the program is being tracked and inventoried by program area by the Ministry of Health's Aboriginal Health Policy Branch.
- Similar work has been done by the Aboriginal Law and Research Branch for the Ministry of the Attorney General.
- The Department of Education keeps track of the number of students of Aboriginal ancestry in its system, including status, on-reserve children.

- Critical gaps include:
 - on-reserve usage of off-reserve programs and off-reserve usage of on-reserve programs (particularly in the area of health)
 - social services does not identify the ethnic origin of its clientele
 - program utilization by Metis
 - overhead costs and administration costs

Proposed Methodology to Determine Costs

- examined 1992-93 Estimates and Public Accounts for the Province of British Columbia
- reviewed all relevant reports, including the 1992-93 Annual Reports of key ministries; i.e., Health, Attorney General, Social Services, Education, Aboriginal Affairs
- talked to key people in these ministries
- identified targeted Aboriginal programs
- reviewed demographic data
- key problems/issues:
 - lack of specific program information in the financial documents so that even targeted programs will be overlooked
 - reluctance on the part of the province to share information for fear that any numbers they give out will be used against them in negotiations for self-government - "just another way for the federal government to offload its responsibilities onto the provinces"
 - overall little work has been done by the provincial government to track this data
 - lack of information sharing and cooperation between ministries/departments of a given province and also between provinces
 - some overlap between general purpose programs and dedicated programs
 - issue of overhead/administration costs remains

Costs for Services to Aboriginal Peoples

Exhibit II summarizes the identifiable targeted Aboriginal programs by ministry and Exhibit III summarizes the Aboriginal incremental share of general purpose programs in the areas of Education, Justice, Health, Housing and Social Services.

**Exhibit II:
Identification of Dedicated Programs &
Activities (1992-93)**

Department	Program/Activity	Amount (\$million)	Total (\$million)
Aboriginal Affairs	<ul style="list-style-type: none"> • Minister's Office • Aboriginal Affairs Programs • Treaty Negotiations • Provincial Capital Commission • Statutory - First Citizens' Fund 	\$0.3 ²⁵ \$8.7 \$1.6 \$0.3 \$3.0	\$13.9
Attorney General	<ul style="list-style-type: none"> • targeted Aboriginal Programs 	\$1.5 ²⁶	\$1.5
Education and Minister Responsible for Multiculturalism and Human Rights	<ul style="list-style-type: none"> • targeted Aboriginal Education Programs • Aboriginal Education Branch • Post-secondary programming 	\$23.7 ²⁷ \$1.9 ²⁸ \$4.0 ²⁹	\$29.6
Energy, Mines and Petroleum Resources	<ul style="list-style-type: none"> • Fort Nelson Band Mineral Revenue Sharing Agreement 	\$0.2	\$0.2
Forests	<ul style="list-style-type: none"> • Aboriginal Initiatives including Nisga'a Treaty negotiations • First Nation silviculture contracts 	\$4.5 ³⁰ \$2.7 ³¹	\$7.2

²⁵ 1992/93 Annual Report, Ministry of Aboriginal Affairs

²⁶ Source: Ministry of the Attorney General, Program Analysis Section, Corrections Branch

²⁷ Source: Ministry of Education, Aboriginal Education Branch

²⁸ 1994-5 budget for Aboriginal Education Branch

²⁹ Mitchell, D.A. and Tennant, P., British Columbia Government Project, draft submission to RCAP, 1994, p.83

³⁰ Ibid, p.64

³¹ Ibid, p.64

Exhibit III

**Exhibit IV:
Total British Columbia Expenditures for
Services to Aboriginal Peoples (1992-93)**

Source of Cost	Total Amount (\$ millions)
Total costs for dedicated Aboriginal programs	\$70.0
Aboriginal share of general purpose programs	\$684.3
Total Estimated Cost of Services to Aboriginal Peoples in British Columbia	\$754.3

Sources of Information

- Province of British Columbia Public Accounts 1992-93 and 1992-93 Estimates
- Mitchell, D.A. and Tennant, P., British Columbia Government Project, draft submission to RCAP, 1994.
- Ministry spokespersons/internal reports
- 1992-93 (if not available, the most recent was examined) Annual Reports for the key sectors
- Liberating Our Children, Liberating Our Nations, Report of the Aboriginal Committee, Community Panel, Family and Children's Services, Legislation Review in British Columbia, October 1992

5.0 Other Provinces

5.1 Newfoundland and

Nature and Size of the Aboriginal Communities in the Province

- There are about 10,400 Aboriginal peoples in the province, of which only about 500 are on reserve. A large share of the Aboriginal population lives in Labrador. Aboriginal peoples constitute about 1.8 per cent of the total population of the province of Newfoundland and Labrador.
- The province's Aboriginal peoples are members of three culturally and historically distinct nations: the Inuit, Mi'kmaq, and Innu. The Innu are also known as Montagnais-Naskapi.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for Newfoundland. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting. Data on the Aboriginal identity population, comparable to the data available for the other provinces, has not been available for the Atlantic provinces.

Provincial Approach to Services for Aboriginal Peoples

- There is no specific reference to Aboriginal peoples in the 1949 Terms of Union. Accordingly, at the outset of Newfoundland's entry into Confederation, Indian bands were not subject to the Indian Act, and the province has been seen as responsible for discharging the federal responsibility with respect to native peoples.
- The province has contested the reduced federal involvement, and accordingly, the official provincial policy has been to treat aboriginal people the same as other citizens, although this principle is not strictly followed. Official policy has been reinforced by budgetary restraint, which has meant that the provincial government has felt itself unable to take on special responsibilities for Aboriginal peoples.
- Despite Mi'kmaq assertions, the provincial government has been firm in the opinion that no treaties have been signed in Newfoundland.
- Only in 1984 was one small Mi'kmaq group registered under the Indian Act.

Exhibit I

Exhibit II

- There are joint federal-provincial funding arrangements in place, although the programs for native peoples are administered by the province.
- There are some federal programs administered directly by Aboriginal organizations.
- There are also a few direct provincial programs.

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- Due to reduced federal government involvement, there is less data available on the Aboriginal peoples in this province (apart from census and A.P.S. data).
- As a relatively small percentage of the total population, the Aboriginal share of general purpose programs has been relatively small (Exhibit II above)
- The number of targeted provincial programs identified in the Public Accounts is limited, and they are all offset by federal revenues (Exhibit III)

Total Provincial Costs in Services to Aboriginals

**Exhibit III:
Total Provincial Expenditure for
Services to Aboriginal Peoples (1992-93)**

Source of Cost	Total Amount (\$ millions)
Total costs for dedicated Aboriginal programs: Native Peoples Education (Education)	\$1.9
Native Peoples Teacher's Education (Education)	\$0.2
Labrador Legal Services (Justice)	<u>\$0.2</u>
	\$2.3
Aboriginal share of general purpose programs	\$62.2
Total estimated cost of services to Aboriginal peoples in Newfoundland	\$64.5

Sources of Information

- Tanner, Adrian, John C. Kennedy, Sustan McCorquodale and Gordon Inglis, Relations between Aboriginal Peoples and Government in Newfoundland and Labrador, Confidential Research Report to the Royal Commission on Aboriginal Peoples, no date provided, 63 pages.
- Province of Newfoundland, Public Accounts, Volume II, 249 pages.

5.2 Nova Scotia

Nature and Size of Aboriginal Communities in the Province

- There are a total of 9,107 Aboriginal persons, of whom 5,586 are living on-reserve.
- Nova Scotia's total Aboriginal population is 1.0% of the population of the province.
- There are 13 Mi'kmaq bands in N.S., 5 on Cape Breton Island and 8 on the mainland.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for Nova Scotia. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting. Data on the Aboriginal identity population, comparable to what is available in the other provinces, has not been available for the Atlantic provinces.

Provincial Approach to Services for Aboriginal Peoples

- Although the province has funded a small number of projects, there are no provincial programs or services tailored to meet the particular needs of its Aboriginal peoples.³⁴ In essence, Nova Scotia's "Aboriginal Policy" has been to respond, on a case-by-case basis, to the Mi'kmaq concerns over the substance and application of provincial law and policy as they impact on Aboriginal people.
- The relationship between the Nova Scotia and its Aboriginal people consists of a Minister of Aboriginal Affairs, currently the Premier, his Deputy Minister (who is also Deputy Minister of Intergovernmental Affairs) and a Director of Aboriginal Affairs. The ministerial portfolio of Aboriginal Affairs, first assigned in the mid-1980s, has always been held by a minister with other major ministerial responsibilities. The present Office of Aboriginal Affairs, within the Department of Public Service, was established in 1993. In addition, the Cabinet Committee on Aboriginal Affairs has been recently resurrected.

³⁴ Aucoin, P. and Paul, V., Canadian Governments and Aboriginal Peoples Project: Province of Nova Scotia, draft submission to RCAP, 1993.

Exhibit I

Exhibit II

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- To the best of the consultants' knowledge, there is no system in place which would enable the province to track costs for services to Aboriginals who use general purpose programs, particularly in the areas of health, family services, housing, justice and education.
- Exhibit II above summarizes the Aboriginal incremental share of general purpose programs in the areas of Education, Justice, Health, Housing, and Family Services.

Total Provincial Costs in Services to Aboriginals

**Exhibit III:
Total Nova Scotia Expenditure for
Services to Aboriginal Peoples (1992-93)**

Source of Cost	Total Amount (\$ millions)
Total costs for dedicated Aboriginal programs:	
• Office of Aboriginal Affairs ³⁵	\$0.3
• Rural and Native Housing ³⁶	\$0.9
• newly created Native Police Force ³⁷	\$0.5
	\$1.7
Aboriginal share of general purpose programs	\$39.9
Total Estimated Cost of Services to Aboriginal Peoples in Nova Scotia	\$41.6

35 1992-93 Public Accounts

36 1992-93 Public Accounts, treated as 100% dedicated to Aboriginals

37 conversation with Aboriginal Affairs (confirmed in recent Citizen story)

Sources of Information

- Public Accounts of the Province of Nova Scotia for the Fiscal Year ended March 31, 1993, Vol. 1 - Financial Statements
- Aucin, P. and Paul, V., Canadian Governments and Aboriginal Peoples Project: Province of Nova Scotia, draft submission to RCAP, 1993.

5.3 New Brunswick

Nature and Size of Aboriginal Communities in the Province

- There are a total of 8,275 Aboriginal persons, of whom 5,586 are living on-reserve.
- New Brunswick's total Aboriginal population is 1.1% of the population of the province.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for New Brunswick. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting. Data on the Aboriginal identity population, comparable to what is available in the other provinces, has not been available for the Atlantic provinces.

Provincial Approach to Services for Aboriginal Peoples

- There are no programs/services designed specifically for Aboriginal peoples. The Aboriginal peoples in New Brunswick have the same access to general purpose programming as non-Aboriginal New Brunswickers.
- Unlike the majority of provinces, there does not exist a separate entity within the provincial government to handle and coordinate Native affairs (e.g., Saskatchewan Indian and Metis Affairs Secretariat, Alberta's Native Services Unit in the Department of Family and Social Services, etc.)

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- The consultants were unable to identify a process in place which would enable the province to track costs for services to Aboriginals who use general purpose programs, particularly in the areas of health, family services, housing, justice and education.
- Exhibit II summarizes the Aboriginal incremental share of general purpose programs in the areas of Education, Justice, Health and Community Services, Housing, and Income Assistance.

Exhibit I

Exhibit II

Total Provincial Costs in Services to Aboriginals

**Exhibit III:
Total New Brunswick Expenditures for
Services to Aboriginal Peoples (1992-93)**

Source of Cost	Total Amount (\$ millions)
Aboriginal share of general purpose programs	\$27.6
Total Estimated Cost of Services to Aboriginal Peoples in New Brunswick	\$27.6

Sources of Information

- Public Accounts of the Province of New Brunswick for the Fiscal Year Ended 31 March 1993, Vol. 1
- Milne, D., Canadian Governments and Aboriginal Peoples Project: The Case of New Brunswick-Aboriginal Relations, draft submission to RCAP, 1993.

5.4 Alberta

Nature and Size of Aboriginal Communities in the Province

- There are a total of 118,179 Aboriginal persons, of whom 35,248 are living on-reserve.
- Alberta's total Aboriginal population is 4.5 per cent of the population of the province.
- The reader is referred to Exhibit I which presents demographic information relevant for costing purposes for Nova Scotia. The data comes from the Aboriginal Peoples Survey, 1991, is based on the identity population, and has been adjusted for underreporting.

Provincial Approach to Services for Aboriginal Peoples

- Since 1975 there has been a Minister responsible for Native Affairs. In the current organization of the Alberta government the Minister responsible for Native Affairs is also Minister for Family and Social Services (FSS). His ministerial responsibilities for Native Affairs are handled by the Native Services Unit within FSS.
- Although this unit's mandate includes coordination and facilitation, it is not involved in program design or delivery as these roles rest with the individual departments. In other words, there is no single ministry or department which has comprehensive responsibility for Native Affairs.
- Most provincial departments are involved either directly, with programs 100% dedicated to an Aboriginal clientele, or indirectly with programs of general applicability but which impact on Aboriginal peoples. Those provincial departments with explicit Aboriginal components include Advanced Education and Career Development, Economic Development and Trade, Education, Family and Social Services, Federal and Intergovernmental Affairs, Forestry, Health, Justice, Lands and Wildlife, and Municipal Affairs.

Exhibit I

Exhibit II

Provincial Approach to Tracking Costs for Services to Aboriginal Peoples

- The consultants were unable to determine if there was a process in place that would enable the province to track costs for services to Aboriginals who use general purpose programs, particularly in the areas of health, family services, housing, justice and education.
- Exhibit II above summarizes the Aboriginal incremental share of general purpose programs in the areas of Education, Justice, Health, Housing, Family Services, and Culture, Heritage and Recreation. Exhibit III summarizes the total provincial expenditure for services to Aboriginal peoples.

Total Provincial Costs in Services to Aboriginals

**Exhibit III:
Total Provincial Expenditure for
Services to Aboriginal Peoples (1992-93)**

Source of Cost	Total Amount (\$ millions)
Total costs for dedicated Aboriginal programs ³⁸ :	
• Native Education (Education) ³⁹	\$0.5
• Native Services Unit (FSS)	\$4.6
• Native Policing (Justice)	\$2.6
• Native Courtworker (Justice)	\$3.3
• Native Land Claims Office ⁴⁰	\$0.7
	\$11.7
Aboriginal share of general purpose programs	\$579.4
Total Estimated Cost of Services to Aboriginal Peoples in Alberta	\$591.1

³⁸ Unless otherwise noted, these costs come from the 1992-93 Public Accounts for the Province of Alberta

³⁹ This program was recently cancelled.

⁴⁰ Gibbins, R. et al, Domestic Governments and Aboriginal Peoples: The Alberta Case, draft submission to RCAP, December 1993, p. 21.

Sources of Information

- 1992-93 Province of Alberta Public Accounts
- Gibbins, R. et al, Domestic Governments and Aboriginal Peoples: The Alberta Case, draft submission to RCAP, December 1993, p. 21.
- 1992-93 or 1991-92 Annual Reports for key departments