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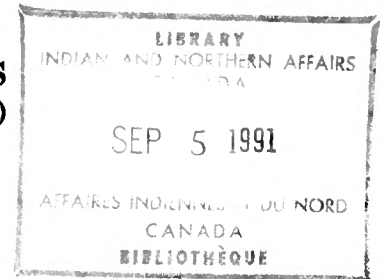
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**THE IMPACTS OF THE 1985 AMENDMENTS TO
THE INDIAN ACT (BILL C-31)**

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**IMPACTS ON INDIAN BANDS:
INDIVIDUAL CASE STUDY REPORTS
(WORKING PAPERS FOR MODULE 3)**

DECEMBER 1990



VOLUME V

Prepared for

**Evaluation Directorate
Indian and Northern Affairs Canada**

THE IMPACTS OF THE 1985 AMENDMENTS TO THE INDIAN ACT (BILL C-31)

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IMPACTS ON INDIAN BANDS: INDIVIDUAL CASE STUDY REPORTS (WORKING PAPERS FOR MODULE 3)

In June 1985, Parliament enacted a series of amendments to the Indian Act, contained in what has come to be known as Bill C-31. Bill C-31 required that a follow-up progress report on the implementation of the 1985 amendments be submitted to Parliament in 1987. The report submitted at that time noted that only a small number of individuals had returned to reserves and that it was too early to measure adequately the impacts of Bill C-31. The Minister at the time promised that a detailed study would be undertaken and a new report presented to Parliament in 1990.

The second study was subdivided into four research modules. Module 3 identifies the impacts attributable to Bill C-31 at the band and community level. It presents a mix of qualitative and quantitative information on the experiences and perceptions of representatives of 137 bands, 11 tribal councils and 10 off-reserve communities. Ninety-two bands and all the tribal councils were interviewed by a telephone survey. In-depth case studies were conducted at the remaining 45 bands and at the off-reserve communities.

Information on the study as a whole is contained in the Minister's report entitled Report to Parliament on the Impacts of the 1985 Amendments to the Indian Act (Bill C-31). The impacts on Indian bands, tribal councils and off-reserve communities are presented in the report entitled The Impacts of the 1985 Amendments to the Indian Act (Bill C-31), Impacts on Indian Bands, Tribal Councils and Off-Reserve Communities (Module 3). This report is part of the Minister's Report to Parliament.

The reports contained here are the in-depth case studies conducted at the 45 bands. These, together with the results of the telephone survey and case studies of the off-reserve communities form the research base for the Module 3 report.

The sample of bands to be included in the study was drawn from the 593 bands recognized by the federal government at December 31, 1988. To ensure that each band had an equal chance of being selected, and that the sample would include bands with small, medium and large populations, the sampling frame was stratified by DIAND region, and within each region, by total band population, from smallest to largest. The number of bands selected from each region was weighted for two variables: the total status Indian population of

each region, as a percentage of the total status Indian population in Canada, and the total number of bands in each region as a percentage of the total number of bands in Canada. The bands were selected randomly. The replacement criterion established for the study required a non-completing band to be replaced by the band closest in size within the region.

The case studies sought to assemble data on the impact of Bill C-31 on all aspects of band life, ranging from the political (policy and decision-making functions), to the operational aspects (program delivery), to the concerns of individuals living on the reserves. A total of 17 questionnaires was prepared that took between one and five days to administer on site, depending on the size of the on-reserve population.

Data collection for the case studies was carried out under contract. Upon completion of the research, each contractor submitted the draft case study report to the respective chief and band manager for review for factual error, and approval.

A serious concern throughout the study has been confidentiality of information and the protection of anonymity of respondents. The survey explored many sensitive and personal topics. There was a need to assure respondents that what they said could not be traced back to them. To this end, all identifiers have been removed from the case study reports and each case study is referred to simply by a randomly selected number. The studies number from 1 to 48; there are no studies numbered 11, 16 or 31.

For further information the reader is referred to the Module 3 report.

Band Case Study #37

Methodology

This study conforms to the given methodology, with the following exceptions:

Because band representatives did not provide the names of Bill C-31 registrants, only one Bill C-31 registrant was interviewed. The individual was known to the interviewer personally and although further contacts were identified by this individual, potential respondents were reluctant to participate and eventually declined to be interviewed.

Further, the respondent felt it was too early to measure the impact of Bill C-31 against the effectiveness of the Band Council.

A total of seventeen (17) interviews were conducted in this community, thirteen (13) band representatives, three (3) regular band members and one (1) Bill C-31 registrant.

Band Profile

Location:

This case study deals with one reserve in a rural setting within twenty (20) miles of an urban centre. There is no public transportation from the reserve to the urban centre, necessitating travel by private vehicle.

The reserve occupies 5400 acres of land or approximately 1.56 acres per person registered on the Band list. While fourteen (14) miles of water service are available along the main routes of the reserve, over 50% of the interior land base remains inaccessible due to the lack of roads and remains unserved by water and electricity. It has been estimated that over fifty percent (50%) of the reserve's population, prior to Bill C-31 were unable to live in the community due to inaccessibility to land. Large blocks of land have been created by the present road grid. More roads are required to open up the interior of these blocks for occupation. Appropriate infrastructure development could potentially open an additional 2700 acres of land in the community.

Demographics:

The total band population has increased to 3,470 in 1989. The off-reserve population has increased more significantly than the on-reserve population, likely due to the lack of suitable on-reserve land to accommodate the growing population. The numbers of individuals reinstated on the band list as a result of Bill C-31 increased from thirty-nine (39) in 1986 to three hundred and seventy-one (371) in 1989.

C-31 registrants on reserve at present:	?
moved to reserve after registration:	0
on reserve at time of registration:	0
non-band members on reserve:	yes ?

Table (1) Indian Register Population

YEAR	ON-RESERVE	OFF-RESERVE	TOTAL
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1989	1,566	1,904	3,470
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Table (2) Bill C-31 Registrants

YEAR	ADULTS	MINORS	TOTAL
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1989	231	140	371
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Notes:

1. Indian Register Population counts from the Indian register as of December 31, 1989.
2. Bill C-31 Reinstatement counts from the Reinstatement of Status Information System as of December 31, 1989.

Political Process:

This band is not a member of a tribal council.

The elected chief and twelve band councillors are elected every two years as defined by the Indian Act. The council identifies itself as a First Nation Council responsible for administration of programs and delivery of certain services to support community residents. Council meetings are usually open to band members and are held three times per month.

Before issues related to Bill C-31 complicated and expanded the agenda of council meetings, two scheduled meetings per month were held. Analyzing the policies of government resulting from Bill C-31 in relation to the needs of the community necessitated one additional meeting per month.

Community meetings or general assemblies are called when an issue requires the input of the membership as a whole (perhaps once per year or once every two years). These meetings are generally not well attended (approximately 25% of the membership) because as one respondent noted, people do not generally speak up in an open forum but let their views be known outside of organized meetings.

Although the Chief indicated that the Council is in the process of developing its own membership rules, membership rules have not been submitted to the Department for review or approval. The council has decided to "live with" the fact that the government continues to reinstate people on the registered band list. However community discussions at meetings involving resident band members are beginning to define different membership rules based on specific cases, hypothetical situations and the future needs of the community. Under current membership rules, all categories for membership (ie AN INDIAN WOMAN MARRIED TO A NON-INDIAN MAN) are recognized, including those who may have been entitled to be registered at birth but for some reason were not. In addition, those who have been denied status under Bill C-31 because they are U.S. residents but members of the same First Nation would be considered for membership. The community would prefer that all members have fifty percent (50%) quantum blood level. Because of the government's requirement of a fifty-one (51%) vote of all members to approve the band's membership code and because few community members vote on any issue, preferring traditional consensus decision-making, the council is not optimistic about achieving "recognized" community approval of membership rules.

The band has not passed a residency by-law largely due to the lack of participation in voting but internal guidelines on residency are evolving based on membership discussions.

There are no liquor by-laws in place in this community. There has been minimal discussion on implementing liquor by-laws, the issue seems to be minuscule in comparison to the larger and more immediate issues of membership and residency. There was also some concern from the Chief as to the validity of the question as it is worded, however no change in wording was suggested.

MEMBERSHIP RULES AND RESIDENCY BY-LAWS

Three questionnaires (those directed to the Chief, the Band Manager and the Membership Clerk) contained questions relating to membership rules and residency by-laws. The following questions have been extracted from those questionnaires to show the precise responses of the band.

MEMBERSHIP RULES

20. Do (will) your membership rules permit all Bill C-31 registrants to be Band members, some Bill C-31 registrants to be Band members, or no Bill C-31 registrants to be Band members?

ALL BILL C-31 REGISTRANTS 1 ---> GO TO Q.22
SOME BILL C-31 REGISTRANTS 2 ---> GO TO Q.21
NO BILL C-31 REGISTRANTS 3 ---> GO TO Q.22
DK/NA 9

Until own code in place C-31's can be members & reside. If they have 50% quantum blood. Band members are entitled to reside because DIA rules say that now.

21. Which Bill C-31 registrants are (will be) permitted to be Band members under your membership rules, and which are not (will not be) permitted?

RECORD ALL ANSWERS USING CATEGORIES BELOW. WHERE RESPONDENT'S ANSWERS DO NOT COVER CATEGORIES BELOW, RECORD VERBATIM AND USE ANSWER CATEGORIES AS PROBES FOR SPECIFIC RESPONSES.

How about (category), would your membership rules allow such a person to become a member?

YES NO DK/NA

AN INDIAN WOMAN MARRIED TO A NON-INDIAN MAN.....(1) 2 9

THE CHILD OF A NON-INDIAN MAN* AND AN INDIAN WOMAN.....(1) 2 9

* i.e. not Indian within the meaning of the Indian Act

THE DESCENDANT OF SOMEONE WHO HAD LOST STATUS FOR SOME OTHER REASON SUCH AS SERVING IN THE ARMED FORCES, OR RECEIVING LAND IN EXCHANGE FOR STATUS(1) 2 9

AN INDIAN CHILD ADOPTED BY A NON-INDIAN FAMILY(1) 2 9

OTHER (record verbatim)(1) 2 9

Only registered band members are allowed to live here or those approved by Council after application is made. Also those who may have been entitled to be registered at birth but for some reason were not.

22. Do (will) your membership rules permit people who have been denied status under Bill C-31 to become Band members?

YES(1) If own code in place, yes.
NO 2
DK/NA 9

23. Could you give me some examples of people who might be denied status under Bill C-31, but who could be admitted to Band membership under your Band membership rules?

Those who have been denied status under Bill C-31 because they are U.S. residents but members of the same First Nation would be considered for membership under the Band's own membership rules.

PROBE: o what about the grandchild of a woman who lost status because of a marriage to a non-Indian? Under Bill C-31 the grandchild would only be eligible for status if both his or her parents were eligible. Would this grandchild be admitted to Band membership under your Band membership rules?

YES1
NO2
DK/NA 9

Land, Revenues and Treaty Entitlement

One full time staff member is responsible for the administration of lands and estates on behalf of the band. Of the total reserve land (5400 acres), approximately 800 acres or 15% is leased to non-residents for cultivation. At least 50% of the available land is inaccessible and unserviced.

Individual land "owners" do not hold title to their property but rather hold interest in the land. These land "owners" are issued a Quit Claim Deed for their property. Land is held in trust for all band members by the Band Council and individual transactions are not reported to the Department.

Bill C-31 registrants are treated as equals under this system.

Limited revenues are generated through the leasing of land to non-members. Rents are paid directly to the Band Council's Lands and Estates administrative office. No other sources of revenue are generated by the band.

The Band is not a part of a Treaty.

Band Administration and Organizational Structure

The Chief and twelve band councillors are responsible for the political process and policy development in all areas affecting the community. Policies tend to change with the election of each new band council or in response to the evolving needs of the community. The Chief and Council are also responsible for overseeing the Band Office and staff. The Chief in this community has been in office for one and half years. (1.5 years).

The Executive Administrator (Band Administrator/Manager) is responsible for ensuring the effective and efficient operation of all programs and services provided by the Band administration. The Band employs fifteen (15) program administrators, eighteen (18) support/clerical staff and nineteen (19) construction/janitorial staff. The Executive Administrator has been in the position for fifteen years. There has been no significant increases in staff numbers since 1985 and none are attributed to Bill C-31.

The organizational chart reflects the flow of authority from electors to service providers.

Staff interviewed during the data collection phase of the study indicated that they had been employed with the administration for from two to eighteen years. Most senior staff have been employed with the administration for over ten years. Staff turnover is largely attributed to hiring through job development programs fund by CEIC for a given number of work weeks. The staff seems very capable and comfortable in their respective positions. They have a good understanding of their reserve and the variables in attitudes of their people and work very well with these differences. This community has a strong traditional membership who are opposed to the elected system of government and prefer the traditional Chief system.

According to senior staff, the administrative/management workload has definitely increased as a result of Bill C-31 registrants' requests for information on their rights and requests for services such as Medical Services and Post-Secondary Education Assistance. A great deal of staff time is required responding to requests for information and although the existing staff has been able to cope with these additional requests for assistance, they are concerned with the immediate future. Increased demand for services requires both human and financial resources, presently "stretched to the limit".

The Band Council noted that Bill C-31 registrants are seeking the same services and rights that are available to other band members including, Housing, Tax exemptions, OHIP, Post-Secondary Education Assistance, Dental Care etc. Many reserve residents feel that some Bill C-31 registrants do not need assistance from the Band programs and that because of increased demands on limited services, many long time residents will be denied services that are needed and expected. The Band Council feels the resulting pressure from electors but services are not denied to Bill C-31 registrants as a means of responding.

Up to this point, the Band council has been able to deal with these added demands and concerns effectively but as increased demand for services such as housing results in situations where long time residents are denied housing in favour of the needs of a Bill C-31 registrant, community reaction may result in untenable situations.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development			✓							CFA
Education K & Elem			✓							CFA
Education Secondary			✓							TUITION AGREE DIAND/ PROV.
Education Post-Second.			✓					DK		
Social Development	✓									CFA
Child/Family Care	✓									CFA
Seniors Care	✓									CFA
Housing	✓									CFA
Community Infrastruct.			✓							CFA
Policing	✓									CFA
Fire Protection	✓									CFA
Health Services					BAND/ NHW			BAND / NHW		
Drug & Alc. Abuse	✓							BAND / NHW		
Other										

ND = Not delivered on reserve DK = Don't know AFA = Alternative Funding Arrangement
 CFA = Comprehensive Funding Arrangement

Economic Development

While the administration of economic development programs has not been transferred to the Band by the Department, three staff members are employed by the Band to address the economic development and employment needs of the community. Services provided by the Band include:

Employment:

- assistance with job search and resumes for clients (members)
- employment counselling
- job posting, referrals and arranging interviews

Economic Development:

- planning and research on behalf of the Council
- development of revenue-generating projects
- assistance to individual entrepreneurs in securing capital from a variety of sources

There are currently fifteen (15) privately owned businesses on the reserve, however it is estimated that these businesses provide only 3% of the employment opportunities available in the community.

Two economic development projects are currently being planned by the Band: one, that is employment intensive (car parts assembly) and another that develops skills (recycling project).

Only 48% of the on-reserve work force is employed. The majority of residents must go off the reserve to find work and lack of transportation is often a problem.

Other problems include lack of skills and lack of education. Because few jobs are available on-reserve building skills in the community through on-the-job training is not possible. Communities immediately surrounding the reserve are largely farm oriented and while seasonal employment is available, transportation is a problem.

To date, Bill C-31 registrants have had a limited impact on the economic development services of the band, through increased inquiries for information on business development, financing etc. However, because most job creation programs are designed for residents of the community and the majority of Bill C-31 registrants live off the reserve, due to the housing shortage, there has been no impact on the numbers of "skills development jobs" available in the community. Staff have been able to respond to the requirements of Bill C-31 registrants but as more information on business development programs is made available to these people, the demand for assistance in preparing business plans etc. is expected to outweigh the capabilities of existing staff. (Data was unavailable on levels of education related to the labour force.)

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	583	280	303
Bill C-31 Registrants	NA	NA	NA
Total	583	280	303

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	NA	NA	NA	NA	NA

Education: Kindergarten, Elementary, Secondary

Administration of Education has not been transferred from the Department to the band but the Education Co-ordinator (Band staff) maintains a close working relationship with the principal of the on-reserve federal elementary school. The education co-ordinator is responsible for keeping the Education Committee informed on changing policies and reporting on the overall budget, including post-secondary allowances.

There are two schools on the reserve offering Kindergarten to Grade 6 and Special Education. (One School is an alternative - "Natural Way" school; and no data is available describing its operation.

There is only one student at the secondary level who has been listed a bill C-31 student.

The Education Co-ordinator is relatively new to the position and has been there for sixteen (16) months. There has been only one (1) staff member in the Education program. (No change from 1985 - 1989.)

Grades seven and eight elementary students attend school off-reserve through a tuition agreement between a neighbouring county school board and the department. Secondary school students attend school off-reserve through two separate tuition agreements between two neighbouring school boards and the department.

Up to this point, no additional pressure has been put on the Education system due to Bill C-31. It has been surmised that the present Education budget could be stretched to include an enrollment increase of 15%, however, any further increase beyond would create severe difficulties in the overall education budget regardless of C-31 registrants. If C-31 registrants were to return the problem would become disastrous.

Education: Post Secondary

It is estimated that in 1985-1986 five Bill C-31 students received assistance under PSEAP.

The Band's Education Co-ordinator noted that the majority of students are attending colleges to acquire trade skills. A small percentage attend university but the overall drop-out rate is estimated at 33%. In 1988 there were a total of eight post-secondary graduates.

All registered band members are eligible for assistance under this program whether they reside on or off-reserve. While the Band has been able to respond to the demand for assistance, the information requests of Bill C-31 registrants who are "thinking about" returning to school take a great deal of staff time. An information telephone line has been proposed to deal with this problem.

The Education co-ordinator is responsible for keeping the Education Committee informed on changing policies and reporting on the overall budget, including post-secondary allowances. All C-31 registrants receiving post-secondary funding reside off-reserve.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1985-86 1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	46	0	46	47
Elementary * School	176	0	176	201
Secondary * School	89	1	90	91

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	115	NA
Number Bill C-31 Students Receiving Funding	13	Not Applicable
Total	128	NA

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total
20	110	130	0	0	0	20	110	130

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members			15	20	25	25
Bill C-31 Registrants	Not Applicable	NA	NA	NA	NA	NA
Total	NA	NA	15	20	25	25

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members	50	60	65	70	75	80
Bill C-31 Registrants	Not Applicable	NA	NA	NA	NA	NA
Total	50	60	65	70	75	80

Social Assistance and Social Development

The Band has been administering the Social Assistance Program on the reserve since 1967. The Administrator has been in charge for eighteen years and has a staff of two assisting him. Prior to 1985 there were only two staff in this program. The increase is attributed to a funding increase and not Bill C-31.

The Welfare Administrator is responsible for administering Social Assistance, operating the Homemakers Program, the Seniors Complex, and the Day Care Centre. Funding for all social assistance programs is provided jointly by the Provincial government and the Department of Indian Affairs.

Because Bill C-31 registrants must be resident on the reserve to be eligible for assistance under any of the Band's social programs there are no Bill C-31 registrants receiving social assistance at the present time.

There are currently twenty-three women "employed" through the Homemakers Program which provides work opportunities as a part of the Social Assistance Program.

Child and Family Care Services

The Welfare Administrator and staff are responsible for counselling and referrals. The local off-reserve Children's Aid Society is responsible for foster care, adoption etc. There are no statistics available for off-reserve band members or C-31 registrants. The on-reserve program maintains statistics on on-reserve residents only. There are no Bill C-31 registrants utilizing the Band's Child and Family Care Services at this time.

Care for Seniors

The only program largely used but not necessarily reserved for Seniors is the Foot Care Program administered through the Health Care Program. The Band operates and maintains a Seniors housing complex and provides transportation and visitation for resident seniors throughout the community. There are no impacts attributed to Bill C-31 at this time.

Housing and Community Services

Housing: The Housing Clerk is responsible for; processing housing applications under the Capital Housing Program, ordering building materials and preparing quarterly loan payment statements. There are currently two administrative staff and nineteen (19) construction staff. There were the same number of staff from 1985 - 1989. The program has two regular staff members. The construction staff is contingent on available funding. No changes in staff size are contributed to Bill C-31.

The Department of Indian Affairs is responsible for 100% of financing for new homes and CHMC is responsible for 100% of costs associated with repairs and renovations.

There are approximately 400 single family dwellings on the reserve. Only 5% are considered satisfactory, while 75% require upgrading and renovation and 20% require total replacement. The band estimates a need for 300 new houses and only 15 are planned for construction this year.

All members of the Band may apply for housing if they "own" one acre of property on the reserve. Ownership of land is by Quit Claim Deed. They may acquire this land through purchase or inheritance. Housing is allocated based on need rather than length of time on the waiting list (which may take between 10 and 15 years).

Housing is either constructed by the individual or by the Band labour pool if available.

Housing recipients are expected to purchase their dwellings through a monthly payment system administered by the Band.

There have been no housing applications submitted by Bill C-31 registrants to date, likely due to the lack of accessible/serviced land. Therefore none of the 400 on-reserve houses are occupied by C-31 registrants.

The Band is concerned with the potential impact of Bill C-31 on their Housing Program since the demand for housing by residents in the community cannot be met presently. Roads are needed to open up the large blocks of interior land created by the present road grid. Access to this land is required to alleviate lack of available unserviced land to build on. Of the 5400 acres owned by the collective members of the reserve only 270 acres are owned and are available to the Band Council.

Community Infrastructure: Water is available to 75% of the population through an underground spring source piped through a treatment plant. Two hundred and thirty households are serviced by a fourteen mile water main. In addition, the firehall, school, the arena, stores, the day care centre, the Band Administrative building and the roads garage are serviced through the water main.

Heating systems vary from individual to individual in the community.

Approximately three percent (3%) of the population is without electricity.

Garbage is collected by the Band once per week and this service is financed through surplus funds from other programs.

Three full-time staff are responsible for roads maintenance and repair including ditching and resurfacing. Seasonal help is hired if program funding is available.

Community facilities include a school with gym and library, an arena and ball park, the Band administration building, a day care centre, Seniors apartment complex, and a firehall.

It is anticipated that the population growth due to Bill C-31 will require building new roads and servicing the currently inaccessible 50% of land in the interior of the reserve to accommodate the need for housing.

Fire Protection

Fire protection is provided by twelve volunteers under the direction of the Fire Chief. One pumper is available and administration is handled by the Band office under a separate Band account. Over a six month period in 1989, the fire department received thirty calls for assistance for community residents. There is no impact from Bill C-31 registrants at the present time however impact is anticipated should infrastructure open up the interior of the reserve for housing.

Policing

The Band has had its own policing service since 1975 under the Indian Special Constable Program. A Policing Committee comprised of three elected Band Councillors and three traditional members oversee the operation of policing on the reserve and the implementation of the Policing Code of Ethics.

Two constables, trained by the Provincial Police, are responsible for policing the community. Although no statistics were available to the interviewer, respondents noted that potential increase in population due to Bill C-31 will put added pressure on the police for services. Should infrastructure needs be met increases attributed to regular band members securing housing on the reserve would increase pressure on the policing since approximately 50% of the regular band members reside off-reserve. Returning Bill C-31 registrants will further impact the situation.

Health Services

Two Community Health Representatives assist the Public Health Nurse (Medical Services Branch) in delivering health care services including, school screening, blood sugar/blood pressure clinics, foot care clinics for the elderly and pre-natal care on the reserve. These services are provided the Band Office, the school and the Seniors Complex. Medical transportation off the reserve is provided by the Band.

Data is not available on Bill C-31 registrants. Public Health Services are provided to anyone in the community regardless of Band membership.

Non-insured services, OHIP and optical forms are processed through the band Office for band members only, but separate statistics for Bill C-31 registrants are not kept.

Bill C-31 registrants are requiring assistance with dental care, eyeglasses and prescription drugs. However, because most of those registered under Bill C-31 do not live in the community, the increase in demand cannot be accurately measured.

Drug, Alcohol and Substance Abuse

The Band administers a Drug and Alcohol program on the reserve with three staff federally-funded and two staff provincially-funded. The Drug and Alcohol Program Co-ordinator has been in the position for nine (9) years. The program is largely one of counselling and organizing community groups and functions. Preventative work is also carried out in the community. While the case load has not increased due to the impact of Bill C-31, Drug and Alcohol counsellors foresee frustration rising over the housing shortage, resulting in stress and family pressures will result in a rise in the use of drugs and alcohol. This situation would arise regardless of C-31 registrants because there is a large off-reserve population of regular band members attempting to secure housing on the reserve. Bill C-31 registrants would further complicate the situation. The Drug and Alcohol program counsels anyone regardless of residence until such time services can be secured from their resident area. At the present time there is virtually no impact from Bill C-31 registrants however the potential is definitely assumed.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	NA

Other Programs

One other program was listed in the Band Organizational Chart, that being the, Archeological Project. This project will not be impacted by Bill C-31.

Other Bill C-31 Impacts:

Political:

- Respondents indicated that while the band is interested in controlling and administering more of its own affairs and the government is eager to transfer responsibility, the political repercussions of attempting to deliver services, with a lack of adequate funding and a growing population could have disastrous implications for a self-governing council. The population would view the council as both ineffective and inefficient.

Social

- Bill C-31 registrants are frequently "shunned" in the community and discouraged from accessing services available to regular band members. Bill C-31 registrants are blamed for the lack of services including housing. Bill C-31 registrants who live in the community feel unwelcome and isolated and are therefore, reluctant to seek assistance or become involved in community activities.

Conclusions

The most significant impacts of bill C-31 on this community are not being fully realized yet. Data is often not collected specifically related to Bill C-31 registrants and therefore, impacts in terms of funds etc. are difficult to measure. As this population grows and the band council further refines membership and residency guidelines, the need for data will become apparent. further, as the Band prepares to assume more and more responsibility for governing the reserve, negotiation fo transfer from the government will necessitate projections of additional fund s required to provide services to bill C-31 registrants.

To date, bill C-31 registrants have requested, Post-secondary Education Assistance and all health care services including non-insured benefits. There has also been significant increase in requests for information on rights of bill C-31 registrants from the band administration office, leading to an increased work load for existing staff.

The most significant impact Bill c-31 will have on the community is the demand for housing and supporting infrastructure development . As noted, without consideration for the impact of Bill C-31, there is currently a need for 300 new single family dwellings in the community.

There are many instances on this reserve which make an assessment of the impacts of Bill C-31 not readily attainable. There is a traditional community who prefer the traditional Chief system as opposed to the elected government system. These people do not and will not participate in elected government systems. Securing their views through open Council meetings would not achieve the desired results. The present Band Council and in particular the Chief is the only Band Council who is aware and has been willing to work with these differences. In the past these differences have been a source of contention between band members who consider traditional ways unprogressive and those band members who retain traditional forms of governments and religion. Since elected councils on this reserve only sit in council for two years this situation will not be alleviated in the near future. The work required to mend the situation will take years whereas the impact or potential impact of Bill C-31 continues.

Another situation that exists is that people in general do not air their views in public. They are more apt to take the Chief or Councillor aside at the corner store or gas station and politely express their view more as a form of conversation than expressing an opinion. This is a traditional value in regard to expression. In our societies leaders are chosen on the basis of merit and their qualities of fairness, foresightedness, disposition, oration and concern for the present as steps to the

future. To oppose a person who supposedly possesses these qualities would demonstrate a lack of respect. With most traditional values, respect is understood. This value remains intact and is intrinsic therefore, the gathering of information in survey form and from strictly band Council sources does not necessarily mean the desired information is attained.

The traditional community on this reserve is concerned with the impacts of Bill C-31 but are uninformed about the situation. The traditional community on this reserve all seem to live in generally the same location. A community within a community. Although they are aware of Bill C-31 and are concerned with the potential impacts they are uninformed about the situation. This particular conclusion is based on three interviews with members of the traditional community as regular band members. Three (3) interviews are insufficient to gauge a correct analysis of the traditional viewpoint.

Band Case Study #38

METHODOLOGY

While this case study conforms with the stated methodology the following exceptions and methodological considerations are noted.

- Toward the completion of this case study 25 on-site interviews were held. Interviews were held with: 15 Band employees and elected officials, 4 Bill C-31 registrants, 3 regular band members and 3 others (representatives of the RCMP, hospital and Tribal Council).
- The Chief was unavailable for interview but in brief conversation expressed the Band's position as "no Bill C-31's until there is an increase in program funds and administrative resources".
- The Band does not maintain and/or does not have ready access to historical statistics on all of its programs or on the character and nature of it's population. Quantitative data given in this study are in some cases 'best estimates'.

BAND PROFILE

Location

Band lands are distributed over six remote reserves. Due to the distribution of it's membership the Band also has an interest in three isolated communities situated on crown lands. The collective land mass of the Band's six reserves is approx. 55,000 acres

The extent of land used by the isolated communities has not been quantified. Band lands are interspersed among private, provincial and crown lands. The various reserves are located 200-300 km from two district centres with populations of 2,000 and 5,400 and up to 500 km from the provincial capital. The reserves and two isolated communities are accessible year-round by secondary roads. One isolated community is accessible only by air.

Band representatives estimate that the band population is in excess of 3,000 with about half living on the reserve and half off the reserve and on crown lands. Because of the Band's remote location, references to persons living off the reserve generally mean those people living in proximity to each of the six reserves. Persons living in southern cities or elsewhere in the country are not a primary or immediate concern to the Band. References to persons residing on crown land mean those people living in the three isolated communities. It is estimated that about 70% of the population residing in the isolated communities are band members.

The ratio of reserve lands to total band population is about 20 acres for each individual. However reserve lands are mostly distributed with the collective rather than the individual interest in mind. The Band has sufficient lands to accommodate a growing membership. It is estimated that up to 100 serviced or easily serviceable lots may be available on the reserves. Overall, the nature of Band lands and the high costs of developing them are viewed as major constraints to residential and commercial development. 45% to 62% of each reserve is forested and 30% to 50% of each is water, swamp, marsh or muskeg. On two reserves some 350 acres have been cleared and drained for agricultural purposes. There is interest in increasing agricultural activity but land development costs are prohibitive.

Demographics

Accurate information on the number and characteristics of persons living on the reserves, off reserve and on crown lands is unavailable. Data compiled in a

consultant's study for the Band and information provided by the regional DIAND office show that:

- between 1964 and 1984 the Band's total population increased by 46% (over 2% per year);
- between 1984 and 1988 total population growth was about 9% annually;
- between 1974 and 1984 the on-reserve population has been about 45% of the total band population and in 1988 the on-reserve population was 41% of the total population.
- in 1979, 56% of the Band's population was under 20 years of age, in 1984, 53% and in 1988, 46%. Of the population under 20 years of age, 43% live on the reserve. A youthful population has immediate implications for education and recreation services and in the long term, for housing and employment opportunities.

In 1988, DIAND put the Band's total population at 2,842: 1,167 (41%) on-reserve, 417 (15%) on crown lands, and 1,258 (44%) off-reserve. Two-thirds of the on-reserve population reside on two reserves. It is thought that among those living off the reserve that perhaps 50% (630) live in a 30-40 km radius of each reserve, perhaps another 30% (380) live in nearby district centres and the remaining 20% (250) may live elsewhere in the province or country. It is estimated that a population of some 150 Metis also live in proximity to the reserves. While the Band's total and on-reserve populations continue to grow, residency on the reserve makes up an increasingly smaller portion of the total population. This is attributed to uncertainty about residency, land use and membership policies and the fact that in recent years no new members have been admitted to the Band other than by birth. Assuming an annual growth rate of 4% and no change in population distribution from 1988, it is estimated that the band population in 1989 was 2967 and 1216 lived on the reserve.

Band representatives say some 60 C-31's have applied for membership in the Band. However according to DIAND the actual number of registrants claiming affiliation with the Band is 720, 24% of the total band population. Band representatives estimate that no more than 30 (i.e. half of the applicants for membership) currently live on the reserve. It is thought that no C-31's have moved onto the reserves since 1985 or since becoming reinstated. C-31's residing on the reserve would be living with band members as no housing on the reserve has been allocated to C-31 families. Most C-31 registrants have always lived in proximity to the reserve. Most are women who have married outside the Band and many have large families (6-10 children). It is thought that there may

be 150 C-31 families living in the area. The relatively small number of applications for band membership is attributed to the large number of children in each family.

Bill C-31 Registrants Claiming Affiliation with the Band

Date	Total Registrants	% of Total Band Population	Total Band Population
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Dec. 31, 1989	720	24%	2967 (estimate)
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Political Process

The Band is a member of a treaty. The treaty gives members the right to hunt and fish subject to federal 'regulation' and except on tracts of land taken up for mining, farming, settlement or other purposes. The treaty provides for the maintenance of schools on reserves and for the medical care of treaty members. Nominal annuities are paid to all treaty members and to chiefs and councils. Band members and C-31 registrants appear to be clear about their rights as treaty members however there is less clarity about the extent of these rights and about the distinction between band and treaty rights.

The Band is not directly affiliated with any provincial or national aboriginal organization. This Band like many other treaty bands in the province is becoming involved in forums to ensure that government legislation and policies do not jeopardize treaty rights. While a Tribal Council does exist in the region, the Band is not a member of it. The Band disassociated itself with the Tribal Council about 10 years ago. At that time, the Band had a choice to assume direct responsibility for government programs being devolved or to receive these programs through the Tribal Council. It chose the former. Today band members living off the reserve receive post secondary education assistance through the Tribal Council and the Band's fire department receives training support through the organization. There is however no direct administrative or membership relationship between the Band and the Tribal Council.

Local government is provided by a 13 member Chief and Band Council, elected every two years by the Band's membership 18 years of age and over residing on

and off the reserve. The current Chief and 12 Councillors are nearing the end of their terms and elections are scheduled for the fall. The current Chief is completing his first term in office. About half of the Councillors have held their positions for more than one term and the 7 or 8 major families on the reserve are seen to be well-represented on Council. The Band is a major employer on the reserve and delivers virtually all community programs, so local interest in the affairs of the Council is strong. Local interest in the Band's political and administrative affairs is demonstrated in the number of people who vie for political office and in the number of chiefs and councillors who have held office in the last decade. The Band has been led by four different chiefs in the past ten years. While some see changes in leadership as positive, most band members say that the constantly changing leadership has caused instability in the administration and political direction of the Band. Inconsistencies in the direction of the Band have in part heightened the impacts of Bill C-31 in that expectations have been created, expectations that cannot or may not be met. The upcoming election will see the duration of elected office of the Chief and Councillors extended from two to four years.

Monthly Band Council meetings, and special or emergency meetings are held as required. General or community meetings are held at least three or four times a year. The band membership is able to attend Council meetings although some discussions are 'in-camera'. Council meetings are not usually well attended, according to some "because they are held in the afternoon" when people are working or "because the membership is scattered" over six reserves and three isolated communities.

The Band assumed responsibility for its membership effective June 24, 1987 and was informed of such on September 18, 1987. The Band developed its membership rules in order "to protect itself from an influx of Bill C-31's" and to afford itself some control over the implementation of Bill C-31. The Band is seen to have developed its membership rules "at the last minute" to meet DIAND's imposed deadline.

Band representatives say that "lots of people don't understand C-31" despite DIAND workshops in isolated communities and Band Council meetings to discuss membership rules. The one time funding allocated to the Band was adequate to draft membership rules but insufficient for a thorough public process. The Band never reached a clear understanding and consensus on its membership rules. "The rules were written by a lawyer not by the membership." Band officials say there is a need to re-address the Band's membership rules in conjunction with the rights that they affect - voting, land use, housing, and

residency. Band officials say that they must hold a referendum/plebiscite to deal with these issues. Band officials believe that DIAND should never have imposed deadlines on communities but rather should have phased Bill C-31 in to allow communities to better understand impacts and prepare for implementation.

According to the Band's membership rules/code, persons who lost membership in the Band and treaty Indian status prior to April 17, 1985 entitled to be reinstated in the membership of the Band, are:

- a woman band member who married a person who was not an Indian;
- a person born of a marriage entered into after September 4, 1951, whose mother and whose father's mother were not treaty Indians or band members prior to the marriage;
- an illegitimate child of a female Indian band member whose father was not an Indian and whose name, upon protest, was struck from the Band membership list; and
- persons including women and their children who, without application for enfranchisement, were involuntarily enfranchised by the Governor-in-Council.

Persons eligible for reinstatement to the Band's membership list must make application and submit satisfactory proof of eligibility and reinstatement as a treaty person. Treaty Indian spouses of band members, a child born of a band and a non-band member, former band members, treaty Indian children adopted by band members, and band members who had voluntarily enfranchised are also eligible to apply for band membership. It is unclear to some whether children of band members adopted at birth by non-Indian people and not registered with the Band, are eligible to apply for membership. Persons who are non-treaty Indians are ineligible for membership.

Among the Band's population perceptions of who can become a Band member vary (as shown below) but all say that no one is automatically placed on the Band list, all have to apply.

MEMBERSHIP RULES AND RESIDENCY BY-LAWS

Three questionnaires (those directed to the Chief, the Band Manager and the Membership Clerk) contained questions relating to membership rules and residency by-laws. The following questions have been extracted from those questionnaires to show the precise responses of the band.

MEMBERSHIP RULES

20. Do (will) your membership rules permit all Bill C-31 registrants to be Band members, some Bill C-31 registrants to be Band members, or no Bill C-31 registrants to be Band members?

ALL BILL C-31 REGISTRANTS 1—> GO TO Q.22
SOME BILL C-31 REGISTRANTS 2 —> GO TO Q.21 (Info not provided)
NO BILL C-31 REGISTRANTS 3 —> GO TO Q.22
DK/NA 9

21. Which Bill C-31 registrants are (will be) permitted to be Band members under your membership rules, and which are not (will not be) permitted?

RECORD ALL ANSWERS USING CATEGORIES BELOW. WHERE RESPONDENT'S ANSWERS DO NOT COVER CATEGORIES BELOW, RECORD VERBATIM AND USE ANSWER CATEGORIES AS PROBES FOR SPECIFIC RESPONSES.

How about (category), would your membership rules allow such a person to become a member?

YES NO DK/NA

AN INDIAN WOMAN MARRIED TO A NON-INDIAN MAN.....(1) 2 9
THE CHILD OF A NON-INDIAN MAN* AND AN INDIAN WOMAN..(1) (2) (9) (Opinions vary)
* i.e. not Indian within the meaning of the Indian Act
THE DESCENDANT OF SOMEONE WHO HAD LOST STATUS FOR
SOME OTHER REASON SUCH AS SERVING IN THE ARMED
FORCES, OR RECEIVING LAND IN EXCHANGE FOR STATUS(1) (2) (9) (Opinions vary)
AN INDIAN CHILD ADOPTED BY A NON-INDIAN FAMILY(1) (2) (9) (Opinions vary)
OTHER (record verbatim)1 2 9

22. Do (will) your membership rules permit people who have been denied status under Bill C-31 to become Band members?

YES1
NO2 (Info not provided)
DK/NA 9

23. Could you give me some examples of people who might be denied status under Bill C-31, but who could be admitted to Band membership under your Band membership rules?

(Info not provided)

PROBE: o what about the grandchild of a woman who lost status because of a marriage to a non-Indian? Under Bill C-31 the grandchild would only be eligible for status if both his or her parents were eligible. Would this grandchild be admitted to Band membership under your Band membership rules?

YES1
NO2
DK/NA 9

Perceptions on Who Can Become a Band Member

	Yes	No	DK/NA
*An Indian Woman Married to a Non-Indian Man	x		
*The Child of a Non-Indian Man and an Indian Woman	x	x	x
*The Descendant of Someone who had Lost Status for Some Other Reasons	x	x	x
*An Indian Child Adopted by a Non-Indian Family	x	x	x
*Person Who Voluntarily Gave Up His/Her Status	x	x	

The Band has developed an application form for membership and has received about 60 applications from Bill C-31 registrants. Applications are to be approved by a Band Membership Panel made up of 13 band members including at least seven elders. The panel may approve or deny an application for membership. The Panel may deny membership if:

- the applicant is ineligible for membership,
- is not of good character,
- the application is not supported in writing by 20 electors of the Band,
- the applicant if over 18 years of age is not familiar with the language, culture and traditions of the Band, and/or
- the Band does not have sufficient land, housing and resources to provide services to present and additional members.

The Band has also developed an appeal process for persons denied membership. The Band has yet to approve any applications for membership because the Band Membership Panel has not been formed. While the Band has canvassed the membership and identified persons who might sit on the Panel, many people are unwilling to take on this responsibility. "Everyone's family is involved one way or another. Would you like to be the person to tell your sister she can't become a band member?" In recent months, the Band has not taken any action toward the formation of the Panel due to concerns about inadequate resources and lack of government support to effectively deal with Bill C-31. Until the Band is assured that government will share greater responsibility for C-31's, it is unlikely that membership rules will be implemented.

"People are confused about what kind of Indian they are - a treaty Indian, a Band Indian, a Bill C-31 Indian, a reinstated Indian, an Indian by custom, or an Indian by blood". Confusion has arisen mainly as a result of government and Band handling of the C-31 issue. Initially, the Band made every effort to help registrants gain their status, dedicating the time of the Membership Clerk and other Band staff almost exclusively to the needs of C-31's. Band representatives say these times were hard as it was difficult to determine eligibility (i.e. "find the right codes and right paperwork") yet the Band accorded priority to helping registrants. After the onslaught of initial registration, the Band continued to dedicate time and resources to ensuring that as much as possible, band members and C-31 registrants were "treated the same" and that all had access to services and programs. "We understood that C-31 was trying to get rid of discrimination among our people and we worked hard to make sure this happened". Now, the Band says it is being forced to discriminate because it does not have the resources to provide for everyone.

The Band developed a residency by-law a number of years ago but has never implemented it. There is a common understanding that band members have a right to live on the reserve but there is no agreement as to whether band members living with non-band members or non-band members have or should have this right. However some of these cases do exist and it is a matter of debate among local residents.

The Band does not have a good understanding of who is living on and off the reserve and what their aspirations may be. There is a fear that "white guys will use their Indian wives to take over reserve lands", that these individuals will alienate too much land for their own use. The Band is aware that membership, residency and land use/allocation policies cannot be held in limbo much longer. "Things are a mess... we need policies that the people understand and agree to". "Do we want blood, custom or residency? Until there is consensus on these issues the Band will have a difficult time not only with Bill C-31 but also self-government and other policies that fall out of the amended Indian Act".

Lands, Revenues and Treaty Entitlements

The Band's Lands and Estate Director is responsible for the management of lands and has worked with the Band since 1973 and for the last 9 years has managed lands. He is also responsible for band membership a function that has been with the Band since the transfer of programs over 10 years ago. The Band employs one membership clerk.

The Band manages surface lands and surface resources such as timber. DIAND retains responsibility for sub-surface resources, resources which are becoming increasingly more important to the area's economy. Most of the Band's lands are undeveloped and as much as half are thought to have little or no economic potential. The Band has a land use plan for commercial and residential development. The plan encourages "members not to take too much land" for individual use. Members make submissions to Council for land use but without a policy to guide implementation of the plan, decisions may not necessarily reflect the intent of the land use plan.

The Band is inventorying its timber resources and has yet to exploit the potential of the resource. As such, the Band has virtually no resource revenues. Revenues from sub-surface resources are maintained "under the DIAND system in a capital account". Relative to many others in the province, the Band sees itself as a "poor Band" and a Band that has little or no control over either its lands or resource revenues.

To this point, C-31's have not impacted Band lands or resource revenues either because there are no revenues to share or because no C-31's have been allocated land. Still a fear exists! "Two C-31 women and their white husbands moved from good homes outside the reserve because they want to farm on the reserve". Now these people have no homes, no land and are placing demands on the Band. Band members wonder: "Are these families greedy? Will they abuse a tax free situation? Will they take up too much land for their individual use?"

Band representatives believe there is adequate serviced land available for housing development for the next five years. It is thought that there may be 80-100 serviced or easily serviceable residential lots available on the reserve. However band members increasingly do not want to live in a village. Most want private lots in the country. Bill C-31's interested in residency on the reserve

follow this trend as many want prime acreages along the river bank. Band officials agree that the cost of infrastructure development impedes housing development on the reserve especially in the country, rather than a shortage of land.

The Band is currently engaged in land claim negotiations, claiming lands that were allocated as part of the reserve but never given over. Claims are also underway respecting lands used by the isolated communities. There is a perception that the amended Indian Act gives the Minister the right to create separate reserves for C-31's, especially if existing Bands don't accept them. Within this Band there is some concern that lands currently being claimed may be used to create a "C-31 reserve". The Band is anxious to have agreement on land claims before accepting any C-31's.

As a treaty band, the most important treaty rights are listed as: education, medical care and hunting and trapping. For some treaty members, there is an understanding that they are forever protected from any taxation because "tax free status in perpetuity was a promise given to bands upon signing". Treaty rights are more important to Bill C-31's than the rights associated with band membership. Treaty rights are coveted for the recognition of aboriginal identity they afford but also for the socio-economic opportunities or sense of well-being they provide. Regular band members believe that if the government is willing to reinstate people, they should not deny C-31's their treaty rights. But program administrators and C-31's alike say that while rights may not have been denied, bureaucratic inadequacies and ill-preparedness to reimburse education and medical expenses incurred by C-31's has meant that some treaty rights have been infringed upon.

Some regular band members say that an increasing number of people hunting and trapping year round will bring additional pressures on diminishing animal resources. This issue may not evolve as a major concern until fur prices increase or more harvest quotas are levied.

Band Administration and Organizational Structure

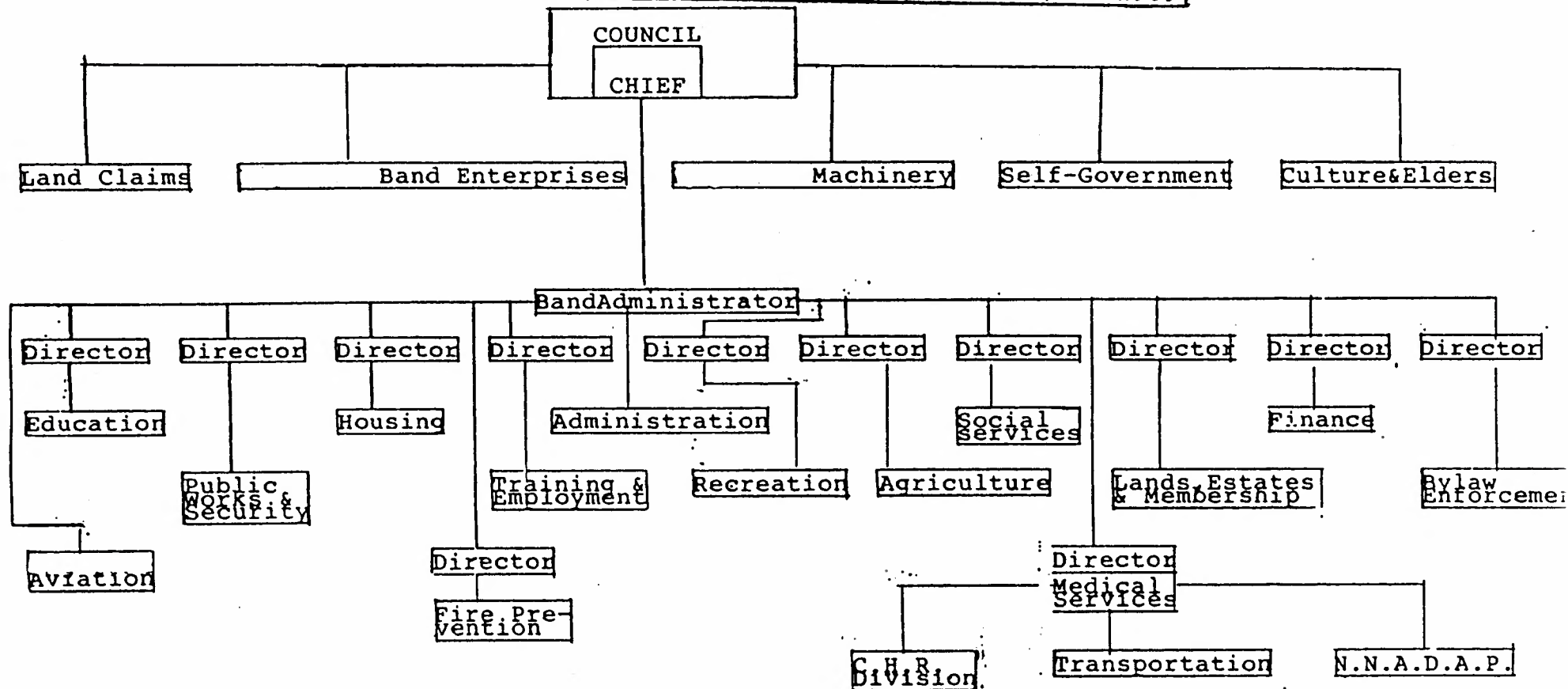
The Chief and Council as well as elected decision makers, have also been responsible for the day to day operations and delivery of programs. Providing direction and at the same time carrying it out has created administrative problems and opened the Band to criticism of conflicts of interest and abuse of public office. In this environment, it has been difficult for program staff to discharge their responsibilities without interference from politicians. Political involvement in day to day operations has undermined the effectiveness and the implementation of policies, causing program delivery to be inconsistent.

Last September a comprehensive management audit was completed of the Band's organizational structure and management systems. It identified the necessity of separating elected positions from administrative ones, the importance of having workable policies, and the need to let program managers manage. Recommendations are beginning to be implemented. One of the most important recommendations, changing from a portfolio/departmental form of administration where Councillors play a day to day role in the delivery of programs to one where program managers assume total responsibility for programs and are accountable to elected members, should be implemented by April 1st. The Band is consciously trying to develop "vision and policies for the future", and ensure that the "political road pursued by the Band is clean and devoid of self-interest". There is a belief that the Band is moving in this direction but has a long way to go.

The Band's organizational chart identifies 12 main program areas which have been managed jointly by a program manager and an elected Councillor. Program managers reported directly to the Councillor responsible and to the Chief and Council as a whole. Weak functional relationships existed between the various program managers and the Band Administrator. The new (suggested) organizational structure (attached) is now being put in place. The new structure will consolidate the Band's responsibilities into four main areas, refine program management, strengthen the role of the Band Administrator, and encourage a sense of 'team' among staff.

Depending on the season and the level of funds available, the Band may employ over 60 people. It currently employs 54 people, 11 program administrators and 43 in clerical, trades or janitorial support positions. Officials estimate that staff have increased by 18 positions or by 33% in the past five years, from 8 program administrators and 28 clerical, trades and other support positions. Increases are

BAND CURRENT ORGANIZATIONAL CHART (MAY 1989)



mainly as a result of new program responsibilities in medical support services, education and economic development. Increases in staff are not attributed to impacts from Bill C-31 although many managers say the Bill should have resulted in more staff as the need was certainly there.

The Band has generally been autonomous for the last 10 years since it took over the administration of programs after the closure of the district DIAND office. Rather than dealing with "another level of government through the Tribal Council" the Band opted to deliver its own programs, a move that increased local control, improved the quality of local programming and added employment and income generating opportunities in the community. The tenacity of the Band is seen as unique in the region. The size of the Band population, Band interests beyond the reserve to crown lands, its relative isolation, and the quality of its human resources are perceived as attributing to the Band's success in securing control of programs and its successful management of them over the past 10 years.

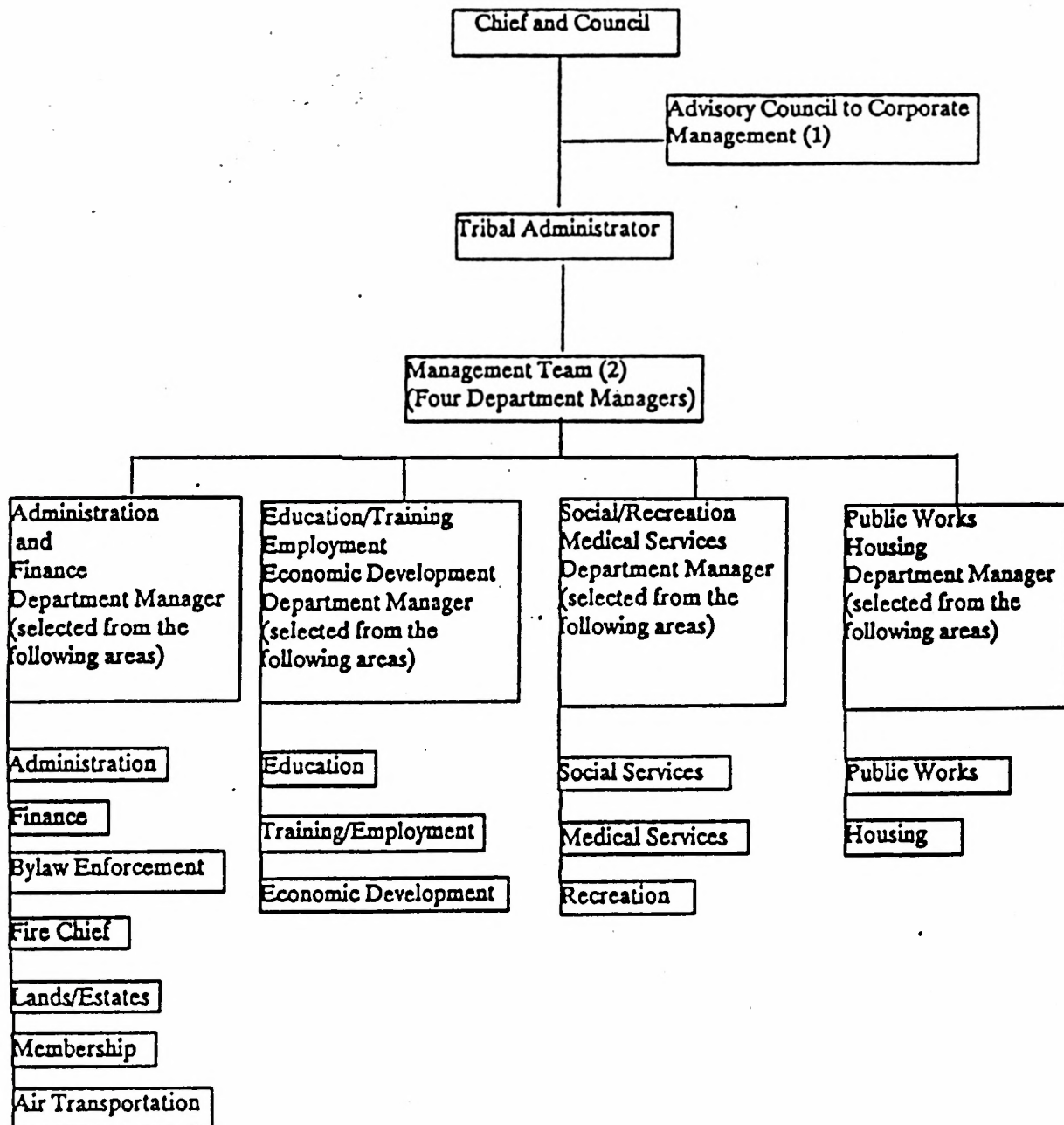
The Band is seen as a desirable employer because it offers stability, the opportunity to be involved in the day to day affairs of the reserve, competitive wages, and a certain amount of prestige. More than 90% of the Band's staff are band members but not all live on the reserve. The Band's managerial staff are diverse in perspective and in skills perhaps largely as a factor of the duration of their employment with the Band, which ranges from 4 months to 17 years. The current Band Administrator has worked in the job for the past 2 years and has a background in native programming on a regional level. Most of the Band's administrative staff have been with the Band for 2 to 5 years. Most of the longer term administrative staff have a good sense of history, proven management or administrative capability and a strong developmental perspective. Many of the Band's employees have a wealth of experience working for government or other communities in the region. While there is a sense that Band staff are competent and capable of running the affairs of the Band, there is suggestion that there is too much reliance on and poor use of outside advice and consultants. Some suggest that consultants have created dependencies among the leadership and have drained the Band of scarce financial resources. Overall, the Band is perceived to be stable, experienced and capable of developing and delivering programs and services.

The Band has been impacted by Bill C-31. The Bill has aggravated problems related to unclear or inappropriate policies on housing, residency, and land use and, has highlighted the crisis that can result from a suspension of services. The Band's program managers have been the brunt of hard feelings created by the Bill's implementation or lack thereof. Most programs have been impacted in one

way or another whether as a result of increased demand for services, increased expenditures or higher expectations. The Band has not had the resources to increase staff or services and the government has not been forthcoming with additional financial support. To the extent possible the Band has "tried to stretch" existing staff and resources to service C-31's along with regular band members. In the case of kindergarten education, patient transport and social services, the Band has stepped outside its funded mandate to provide services to C-31's because no other level of government were meeting the needs of these treaty people. Now the extra cost of providing these services has caused the Band to take the stand of "no further services to Bill C-31".

The Band has received assistance to undertake a study to assess the impact of C-31. The study has not yet been done. These funds, one-time funding for developing a membership code, and funding for 3 houses is the only direct assistance offered to the Band for dealing with C-31. Only monies for the membership code have been used.

SUGGESTED ORGANIZATIONAL STRUCTURE



PROGRAMS/SERVICES/BENEFITS

Program Administration and Funding

The Band is responsible for the administration of most programs delivered on the reserve and is evolving an administration to handle more program responsibilities and more complex, sophisticated administration and management requirements. The Band recognizes that resources for program delivery are not keeping pace with demand and has made a serious effort to ensure that programs are delivered in the most efficient and effective manner possible. This commitment is demonstrated in the recent Band initiated management audit and the Band's implementation of recommendations evolving from it. The commitment is also demonstrated in the Band's use of computer technology and its commitment to training program managers and staff.

With few sources of revenue, the Band depends heavily on government funding to support its programs. Government funding is provided through contribution agreements rather than Alternative Funding Agreements or Flexible Transfer Payments. In the case of AFA's, this mechanism is inappropriate because funding levels cannot be renegotiated and FTP's do not allow the Band to invest funds in term deposits, a financial management strategy which has helped the Band in the past to address shortfalls in program budgets. The Band is party to a tripartite funding arrangement for the administration of primary and secondary education to band members. For the delivery of health and child care services, the Band discharges only partial responsibilities and works under funding agreements which ensure that Band services are complementary to those provided by either the Federal or Provincial Governments. The Band also seeks funding on a project by project basis for housing and economic development.

The Band's operating budget is estimated at \$14 million annually of which over half is spent on education and social assistance programming.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							BAND / DIAND		
Education K & Elem	✓							BAND / DIAND / PROU.		
Education Secondary	✓							BAND / DIAND / PROU.		
Education Post-Second.	✓							BAND / DIAND / PROU.		
Social Development	✓							BAND / DIAND		
Child/Family Care					BAND / PROU.			BAND / PROU.		
Seniors Care	✓							BAND / DIAND		
Housing	✓							BAND / DIAND		
Community Infrastruct.	✓							BAND / DIAND		
Policing					BAND / RCMP			BAND / RCMP		
Fire Protection	✓							BAND / DIAND		
Health Services					BAND / NHW			BAND / NHW		
Drug & Alc. Abuse	✓							BAND / NHW		
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

1. Economic Development

For the past five years the Band has employed a Training and Employment Co-ordinator who has worked mainly in fund raising and the administration of short term training and employment programs. Only two people have held this position. The incumbent is a past Chief and has worked in this position for four years. Economic development on the reserve has been a responsibility of the Chief and Council but with the recently completed management audit, the responsibility for economic development is being shifted to the Training and Employment Co-ordinator. The Co-ordinator will be required to focus his work on small business development rather than on training and employment. An economic development policy and job description are being developed. The Band has no other staff dedicated to economic development activities on the reserve.

Training and employment programs are available to all band members and in the future, small business development programs will also be targeted at band members. Band members residing on crown lands/in isolated communities have limited or no access to these programs. Over the years, members say there has been little or no activity in economic or employment development. Lack of economic initiative has been attributed to an absence of economic planning, policy development, and to a lack of leadership priority to addressing high unemployment and encouraging greater self-reliance.

A heavy equipment contracting and a charter airline business are the Band's main economic ventures and each has been developed to serve distinct needs of the Band - to maintain expanding community infrastructure, and to enable the Band and district government agencies to service the isolated communities. A number of businesses owned by Metis and non-band members also operate adjacent to the reserves and include retail and food service businesses. On the reserves, the lack of Band priority to economic development has caused many band members to develop small independent businesses which are operated from the home. These include contract trucking, taxi and ambulance services, slashing and line cutting, sawyer and carpentry services, motor vehicle mechanics and small scale farming (beef, poultry and egg production). The traditional economy of trapping and hunting has diminished in recent years due to increasing industrial pressures on natural resources, game and fur quotas, and continuing low fur prices.

Reprofiling the work of the Training and Employment Officer will cause the Band to accord greater priority to promoting small business among band members and to look at economic development potential for Band operated businesses. Opportunities that may be pursued in the future are a Band motel and commercial facilities to support the charter air company. Greater support is also anticipated for the small business community on the reserves.

Despite a focus on training and employment activities rather than economic development over the past five years, the Band maintains no data on labour force participation, employment and unemployment rates. Band representatives estimate a labour force of about 600 band members and suggest a continuous employment rate of 40% and a seasonal employment rate of up to 60%. About half of the full time employed band members are thought to work in Band administration, Band-owned businesses, the hospital, the school, surrounding off-reserve businesses or the near-by district administration. About 25% of employed band members are thought to work off reserve. Seasonal employment is available in resource industries, fire fighting and construction. Limited development has occurred in the tourism industry.

The relationship of skills, knowledge and education to employment is information that is not maintained by the Band. This year however the Band will assess educational levels, employment and skills/knowledge for the purposes of better planning educational and economic support services. Band representatives estimate that perhaps 50% of band members may have less than Grade 9 education. On the other hand, they say that the Band has some well-educated and skilled people, members with university degrees or trades or college certification. The number of band members with post-secondary education and specific employment skills is unknown. Vocational training centres have long existed in the region and have been well attended by band members, and the strong entrepreneurial spirit apparent within the Band seems to support the perception of a well-educated and skilled human resource. There is a sense that since the Band began administering its own educational programs that formal education levels have improved among the young population.

It should be noted that Band representatives do not necessarily correlate education to employment. Unemployment is high not for a lack of skills and knowledge are generally high among the membership but rather for a lack of jobs and a lack of confidence among some members. Some band members reluctantly use or are able to use English as a working or written language, and therefore may lack confidence to seek or retain jobs in the local wage economy. Similarly they are reluctant to venture far from home to seek employment.

There is no information on the employment of Bill C-31's or on their economic aspirations. Since many C-31's have always lived in the area, employment and education patterns are thought to differ little from those of regular band members. C-31's are not seen as bringing any special or different skills to the Band. The Band identifies only one case where a C-31 resident in another province, contacted the Band to inquire about the potential for a hairdressing business. The Band followed-up on the request and was told by DIAND that if the applicant was C-31 that business assistance could be provided. This has led the Band to believe that there are economic development funds 'ear-marked' for C-31's but information on the extent of these has not been made known to the Band and the Band is unaware of any economic development funding being made available for this purpose. While staff say that the Band's employment and economic programs are not necessarily available to C-31's, Band representatives admit that they are not always aware of who is C-31. No effort is made to distinguish C-31's from regular band members.

"10 to 25 people come into the Band's employment and training office each day looking for work. Few are referred for work because there just aren't any jobs available". Of people looking for work every day, it is not clear how many if any are C-31's - "they just aren't visible". Band members and C-31's generally do not see changes to the Indian Act as having any real impact on the Band's economic and employment programs. There is concern that tax free status on the reserve will attract non-native people seeking to develop businesses and farms on the reserve. It is the non-native spouses who come with treaty women who are perceived as a threat.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	600	240 - 360	240 - 360
Bill C-31 Registrants	DK	DK	DK
Total	600	240 - 360	240 - 360

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	NA	NA	NA	NA	NA

2. Education: Kindergarten, Elementary and Secondary

The Band began negotiating for the transfer of education in 1978. In 1979 the Band's education board was incorporated as a society. A Board of Directors made up of 9 members of the Chief and Council provide direction to the administration. In the past there has been some confusion because the Board is required to report to the Chief and Council as a whole and it has not always been clear to the administration whether direction is politically or program motivated. Throughout the 1980's the Band assumed greater control of its education and today it is responsible for the administration of the education of band members from ECS (kindergarten) to Grade 12 living on the reserves and in isolated communities, and the administration of post secondary education (see below). The Band's Director of Education negotiated the transfer of responsibilities and became the director of the program 8 years ago.

The Band administers 523 students in 7 primary and secondary schools. Schools are located either on crown lands (in the isolated communities) or off the reserve. School populations range from 35 to over 500 students. In the larger schools about 50% of the students are band members while in the smaller, isolated primary schools over 75% are band members. The Band is party to a tri-partite agreement with DIAND and the provincial school district. The Band's role in administration involves the payment of tuition fees for band members on the reserves and in isolated communities (about \$500,000 each month) to the provincial school district, in-school counselling and student support services. The Band handles an annual education budget of about \$5 million. Under the tri-partite agreement, the province and DIAND share responsibility for the operations and maintenance of education programs and facilities. The Band participates in the hiring of school staff although principals are hired by the provincial school district. The Band assumes complete responsibility for the operation and maintenance of its kindergarten which is located on the reserve. The Band contracts with a band member to provide busing services to the kindergarten. Under the Band's tuition agreement the provincial school district provides transportation to primary and secondary schools.

The primary and secondary education of off-reserve band members, treaty and Metis students is handled by the province. DIAND administers and enforces an agreement with the province for the education of off-reserve treaty and band students. While the Band has not been informed of the number of treaty or band students living off the reserve, it estimates that this number may be as high as 350.

58 children are enrolled in the Band's kindergarten. About 50% of those enrolled are non-status, non-band or Metis children. Still the Band has continued to accept these children even though no agreement exists with the province or DIAND to reimburse the Band for costs incurred by non-band enrolment. The Band is reluctant to prevent non-band children from attending kindergarten but continues to receive funding only for the some 30 children on the nominal roll. This situation has been the source of both anger and frustration among the Band's education staff. Due to the enrolment of non-band children, additional costs have been incurred in the hiring of another teacher and some problems have been experienced accommodating and busing a larger kindergarten population.

The education program has 7 administrative staff providing in-school tuition, in-school counselling, post-secondary administration, clerical and financial services. The Band also employs three teaching staff for its kindergarten program. Two janitorial staff employed by the Band's Public Works department clean the education facilities. Public Works maintains the Band's education facilities. The Band also retains boarding home staff. While some staff have been with the program since its inception, most have been involved for an average of 4 years. There has been turn-over in the staff in the past five years because staff are encouraged to continue their education. Prior to 1985 there was considerable instability among staff as a result of political involvement from the Band. In the past five years, the overall staff complement has increased by one, increasing kindergarten teaching staff from 2 to 3. Growth in kindergarten staff is attributed to increased enrolment among non-band students rather than as a direct result of C-31.

The in-school program has not been impacted by C-31 because students who are not living on the reserve or crown land/in isolated communities and who are not band members are the responsibility of the province and DIAND. There has not been an influx of C-31's onto the reserve and there has been no increase in band membership as a result of C-31's. Education staff note that if the Band should implement its membership rules and accept Bill C-31's, it will not be possible for the Band to provide for the education needs of C-31 students. This year the Band will barely be able to provide for the needs of regular band members because it is facing a reduction in education funding in excess of \$.5 million.

Education is a priority and the Band takes pride in the successes it has achieved. The Band is concerned for the future of its education programs. It sees a reduction in Federal-Provincial transfer payments and Federal pressure

on bands to assume greater financial responsibility causing bands to become the 'scapegoat' for responsibilities that other levels of government are unwilling to accept. Bill C-31 is seen as just one of the issues that governments will use to "weasel out of their responsibilities to bands and to treaty people". In the minds of some Band representatives amendments to the Indian Act have undermined the spirit and intent of the treaties and resultant policies have trapped bands in DIAND systems - a 'no-win situation'. There is an underlying fear that treaty rights to education are threatened.

3. Education: Post Secondary

The Band is responsible for the administration of post-secondary education assistance to band members living on the reserve and on crown lands (in isolated communities). The Band has been administering PSEAP for at least 8 years and today has a staff person dedicated to the administration of these programs. The incumbent has held the position for the past four years. The administration of post-secondary assistance to band members living off reserve is a responsibility of the Tribal Council in association with DIAND. The administration of PSEAP by the Tribal Council is considered separate from the Band's program as the Band retains no affiliation with the Council.

The Band has some 50 band members (reserve and isolated community residents) involved in PSEAP. Five years ago 19 band members were enrolled in post-secondary education, increasing to 25, 28 and 40 in subsequent years. Band representatives estimate that the withdrawal rate is 9-10 students each year. Students seek a mixture of trade, university preparation, college and university courses/programs. Funding is adequate to meet the needs of regular band members because the Band is careful to screen applicants to ensure commitment to further education. There is the perception however among some regular band members that there are inadequate funds to address the post-secondary education needs because some members have been "on a waiting list for education assistance for at least four years".

The lack of support to band members living off the reserve is a concern to post-secondary administrators. There is the perception that these band members are not being supplied with books, counselling and other support services to enable them to pursue further education. There is also a concern about C-31's who are now entitled to education assistance. Many of these individuals believe that the Band is responsible for providing assistance to them and a resentment has grown, directed at the Band, because these individuals are referred to the Tribal Council and DIAND. C-31's seeking PSEAP tend to believe that they are being treated differently than regular band members, that they are being placed on hold or shuffled from agency to agency. Still the Band's post-secondary administrator does help Bill C-31 applicants to complete the necessary forms and provides a cover letter to ensure that C-31's are considered for support. It is estimated that perhaps 6-8 C-31's seek post-secondary education assistance annually, so the information needs of C-31's are not a strain to the existing administration. The Band does not

administer PSEAP fund for C-31's as none have become band members living on the reserve.

In the early years of Bill C-31 and prior to the Band's membership code being passed, some C-31's did "fall through the cracks" in terms of PSEAP. These C-31's apparently had nowhere to go for assistance. They came to the Band which in its effort not to discriminate and deny people their treaty rights, did provide assistance to 5 or 6 post-secondary C-31 students. Assistance was given based on an understanding that costs would be reimbursed from DIAND and/or the province. It took a number of months for costs to be reimbursed and the Band was finally awarded only 10% of the actual costs. This experience cost the Band in excess of \$160,000. and resulted in a deficit in the overall education program. Such an expensive lesson has left a bitter taste with Band officials, and given credence to the Band's position of "no further services to C-31's without additional program and overhead resources". The lesson has also reinforced a local opinion that the government has truly abdicated responsibility for the new population of treaty people it has created.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	30	28 (Metis included)	58	NA
Elementary * School	321	DK	321	NA
Secondary * School	202	DK	202	NA

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	50	19
Number Bill C-31 Students Receiving Funding	6-8 (referred to DIAND)	Not Applicable
Total	58	19

4. Social Assistance and Social Development

For the past 12 years the Band has been administering social assistance and social development programs. Today 10 staff deliver programs on the reserves and in isolated communities. The current Director has managed the Band's social assistance programs for the past 2 years. Programs offered by the Band continue to evolve, being shaped by the changing needs of the communities and negotiations with the province. While demands for all social programs have increased with population growth, economic circumstances and Bill C-31, the Band has experienced no increase in staffing, program or overhead resources in the past five years.

a) Income Security Programs

Two income security workers provide social assistance programs on the reserve and 3 social worker aids provide these services in the isolated communities. Income security programs include: basic needs, children-out-of-parental home, in-home care/homemakers, special needs and the alternative employment program.

The Band currently services an average of 1022 people monthly through its social assistance programs. Disaggregated this number is made up of 230 families or 893 people and 129 singles. At least 53 families and 95 singles are considered 'unemployable'. About 20 people are involved in the alternative work program each year. It is estimated that 25-30% (60-70 families and 40 singles) of the current monthly caseload of social assistance recipients are "Bill C's". In the opinion of social service staff, there is little or no seasonal variation in the demand for social assistance. "The welfare cycle is strongly ingrained. As soon as a kid reaches 18 years of age, he/she, C-31's or regular band member are being sent around for social assistance. Once they are into it, they just can't seem to get off it - welfare is a silent killer".

Band representatives say that the province is no longer providing social assistance to treaty people living off the reserve and is referring C-31 registrants to the Band. The Band has tried to deal with the demands of C-31 and has, as a result, been providing social assistance programs to C-31's both on and off the reserve. However the Band will be discontinuing this practice because of non-reimbursement for C-31 costs, lack of additional resources for staff and lack of additional overhead resources. Social service staff admit however that until they have "something in writing" they feel they must continue to help people in

need. "Right now there are just no other alternatives except to turn people away and this simply is not acceptable".

Social service staff are worried about the future of their program and the impact of and to C-31's. They report that the number of social assistance cases is growing monthly by at least 4 or 5. They say it is hard to project what the needs will be from month to month and they say it is "hard to draw the line on support". The needs of C-31's are a particular drain on the special needs program, a fund which covers all extraordinary expenses, baby sitting, appliances, recreation, allowances, natural disasters and funeral expenses. In the past year, social services has borne the funeral costs of at least 5 C-31's and the costs of 1 house fire (C-31 residence) from its special needs fund. Social assistance staff believe that at least one additional income security worker is needed to deal with the increasing case load brought about by C-31. It is also estimated that a budgetary increase of at least \$1 million annually is also required. However staff admit that the ideal situation would be to set up a sub-office for C-31's.

The impact of C-31's has not only been a financial deficit for the past two years, and over-worked and demoralized social service staff but also a very strong sense of frustration and anger. In trying to service treaty people because "no one else will", the Band has "fallen into a government trap". "The province and the Band are fighting over who is responsible for providing assistance to C-31's" and DIAND, the Department seen to have created the problem, is doing nothing to resolve the issue. Meanwhile, C-31 registrant's are angry that they can no longer afford to buy propane to heat their home or cook their food and regular band members worry that funds will not be available to meet their basic needs. In each case, the party affected is looking for someone to blame and more often than not, the blame is falling on the Band.

b) Child and Family Care

The province retains primary responsibility for child care on the reserves and in the isolated communities. The Band employs one child care worker who liaises with provincial workers, is responsible for child care education, and provides counselling to foster parents and children out of the parental home. The Band provides child care services on the reserve only. The Band has assumed this supportive role for the past five years.

It is the intention of the Band to increase its child care responsibilities. In the coming year, the Band will increase its authority to apprehend children at the time of an incident and to provide temporary placement. The Band will increase its monitoring responsibilities and work more closely with provincial staff on apprehensions. The Band is also working toward the development of a receiving home on the reserve.

The child care worker has an average monthly case load of about 14. It is estimated that about 2-3 cases may be C-31's. The impact of C-31 on child care services is perceived as minor.

c) Care for Senior Citizens

The Band's social assistance programs include adult in-home care and a homemaker program. The Band employs two homemakers to provide these services which include home visits, light housekeeping, shopping and laundry. The Band also provides emergency aid services to adults and provides assistance to seniors in the completion of various applications/forms. It is estimated that 14 seniors use the Band's home care and emergency aid programs each month. Care to C-31 seniors is provided by the province. Currently home care programs are available only on the reserves. The Band is however trying to expand these services to isolated communities. A nearby seniors' home is located off reserve and some elders from the reserve have chosen to move there. Residents of the seniors' home are cared for by the province. Because the reserve has strong traditions, most seniors remain in the family home and are cared for by family members.

Bill C-31 is seen as having no impact to services available to senior citizens.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total
0	712	712	0	310	310	0	1022	1022

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						11
Bill C-31 Registrants	Not Applicable					3
Total	NA	NA	NA	NA	NA	14

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						14
Bill C-31 Registrants	Not Applicable					0
Total	NA	NA	NA	NA	NA	14

5. Housing and "Municipal-Type" Services

a) Housing

The Band employs a Housing Manager who has worked with the Band for over 10 years and in his current position for 3 years. The Band has been responsible for the administration of housing on the reserve for the last 10-12 years. The Band retains only one employee in housing, contracting the maintenance of Band housing on an 'as-required basis' due to inadequate resources. The Band is beginning to implement nominal user fees for housing and municipal services, however these fees do not provide any 'real revenue'. With a small o & m budget the Housing Manager must put together 3-8 special projects every year in order to receive a salary. He notes further that Canada Mortgage and Housing Corporation and the provincial housing corporation provide no administrative or maintenance funds for any of their projects operating on the reserve.

There are currently 276 houses on the reserves. This number does not include those houses on crown lands/in isolated communities. Based on population data and average number of people per dwelling, the number of houses in the isolated communities could number as many as 80. The number of residences in proximity to the reserve is unknown. All units on the reserve are single family stick-built dwellings or trailer units. It is estimated that 70% of dwellings are in satisfactory condition, 20% may require upgrading/renovation and 10% may require replacement. The Band has had difficulties raising funds to cover the unfunded portion of house construction. In particular covering labour costs has been a major barrier and one that Manpower (CEIC) has not helped to overcome. The Band has begun to turn to prefab and trailer units in order to reduce labour requirements.

The Band is allocated an average of 10 housing units each year. However in 1989 the Band managed to receive 25 units as a result of innovative arrangements with CMHC and the provincial housing corporation which focused on commitments toward private home ownership among band members and included a token level of financial assistance from the Band. For the coming year the Band is working with CMHC and the provincial housing corporation to develop 12 commercial town houses rental units. These units will be developed on the reserve and there is an understanding that "these will be available to anyone (including Bill C-31's) who can pay the rental fees". The Band also anticipates that 8 single family dwellings will be added to the Band's housing stock in the coming year.

The Band retains ownership to reserve lands and housing and does not employ a system of Certificate of Possession (CP) or Certificate of Occupancy (CO) although these systems have been discussed. Because band members residing on the reserve cannot own real estate, some have chosen to live off the reserve. The Band has an application process for housing, a process based on a point system of size of family, condition of existing accommodation, health condition, income and residency. Application is made to the Housing Manager who is responsible for determining greatest need. Those in greatest need are assigned housing first. The current allocation system is considered inappropriate and does not accord priority to band members over other persons wishing to reside on the reserve.

Band officials agree that the cost of infrastructure rather than a shortage of land impedes housing development on the reserve, particularly housing on rural, country sites. The Band estimates that there may be 80-100 serviced or easily serviceable residential lots available on the various reserve parcels but most people want to live on two of the reserves (i.e. due to proximity to community services) or on private country lots. The Band currently does not have sufficient housing to meet the demand of regular band members. Given that 43% of the reserve population is under 20 years of age, the demand for housing will continue to be great in the foreseeable future. The Housing Manager reports a waiting list of 60 applications for housing and 40 applications for housing renovations. The waiting period for housing can be in excess of 2 years.

There is confusion about eligibility for Band housing. The confusion is aggravated by non-enforcement of the Band's residency, land use and membership rules/plans. Band members and C-31's question whether 'mixed' C-31 and regular band member families are eligible for housing and there are cases where housing has been allocated to these families. It is thought that there may be 30 C-31's living on the reserve, sharing homes with band members. There are no cases where C-31 families or C-31 singles have been allocated housing. The continuing confusion over eligibility for Band housing is confirmed in the number of C-31's who have inquired and the 2 that have applied for housing, assuming they are eligible. Others say that C-31's are eligible for housing but not for land allocation on the reserve.

In 1988/89 \$33,000 was made available to the Band for housing for 3 Bill C-31 registrants. These funds did not include labour costs. DIAND required a Band Council Resolution to release the funds, but funds were never released because the Band decided that it was better to accept no money than to accept an insufficient amount. However the perception has remained in the community that

the Band received funds for Bill C-31 housing and has used these monies for other projects. For the Band administration, it continues to be frustrating to be labelled as 'unhelpful' and it is confusing and demoralizing to be continually receiving mixed messages from Council about the allocation of housing.

Some regular band members note that efforts by the province to stimulate development in more isolated areas have resulted in improved housing for Metis and non-status people. "50% of Bill-C's are getting good housing through the province... they are cutting their own throats if they move onto the reserve because the Band just can't afford to give them such good housing". Other members note that a provincial study has recommended that Metis and non-status people should be given two acre lots and new housing...." this is better than what we get on the reserve".

"Every week there are different directions on what to do about C-31's". Band members and C-31's alike agree that much of the confusion about C-31 is coming from the Chief and Council who are seen by many as "setting precedents and acting irresponsible". Residents give examples: allowing members to not pay rent and still live on the reserve, allowing members to sell Band housing assets without any reprisal, permitting members to ignore the five year land use plan and set up residences in commercial areas." There is frustration that "millions of dollars were spent to develop a residential area yet only 6 families will live there ", that only 7 families live on the biggest of the reserve parcels and only 34 families live on the second biggest reserve parcel. "People are doing what they want and the Chief and Council are just standing by not enforcing policies".

For some, housing is and will be a real impact of C-31 and most everyone agrees that the Band cannot provide housing to C-31's ahead of regular band members. The Band has decreed that there will be no more services of any kind to Bill C-31's. There is opinion however that the Band should at least speak for C-31's even if they are not going to service them...."the Band just can't turn people away without providing some help or some options".

b) Community Infrastructure

The Public Works Manager manages at least 12 staff and is responsible for the maintenance and repair of community infrastructure and Band owned assets. He has been employed in this position for the past 5 years. The Manager is also the general manager of the Band's heavy equipment contracting business. The

Band's public works staff has doubled over the past five years due to the success of the contracting business.

The fire, water and garbage trucks are DIAND funded equipment maintained by the Band. Other heavy equipment used in the provision of municipal services and highway maintenance have been purchased by the Band through its contracting efforts. The Band is now well equipped with a loader, grader, gravel truck, and backhoe. The Public Works department maintains Band owned facilities - the band office, NNADAP office, education offices and kindergarten, social services, medical services, garage, water treatment plant and youth centre. Beyond a youth centre and schools, the reserves do not have access to any indoor recreation facilities.

Infrastructure on the reserves varies depending on location and population density. To the extent possible the Band is implementing a nominal user pay system for municipal services. 75% of homes on more densely populated reserves are serviced by a water main while homes in other locations receive trucked services. The Band has two water trucks but retains one for stand-by purposes. Most homes on the reserves are heated by natural gas although many of the older homes still use wood. Transmission lines carry electricity throughout the reserve. While many homes still do not have indoor plumbing, these numbers are decreasing. Homes with indoor plumbing have independent sewage tanks which pump out above ground into "sewage mounds". The system is based on principles of evaporation and seepage. Increasing pressure on existing sewage systems is causing some concern for health and sanitation standards.

Reserves are linked by secondary roads and a system of gravel roads runs throughout the more populated areas. The highways that exist now are "barely adequate for the existing population". Yet the Band is constrained in the development and maintenance of roads because it does not have its own source of gravel. The Band has tried without success to locate gravel closer to the reserves.

Because there has not been an influx of C-31's onto the reserve, the Bill has had no impact on community infrastructure. If this changed, existing staff, equipment and systems would become taxed beyond their capacity. It is noted that sewage systems would be the first to become overburdened. Band representatives note that Health and Welfare and DIAND are already monitoring and expressing concern about the sewage system and the Band once again is caught in the

middle. "Health and Welfare forbade the locating of a house near a creek because of sewage. Then DIAND refused to grant a housing subsidy unless the Band identified another site and guess what, the Band had to develop another site at its own cost". An increased reserve population would necessitate the upgrading of the water treatment plant and perhaps the construction of another. The current 1 ton garbage truck would also be inadequate. Another truck and driver would be required. Considerable expense would also be incurred for the development and upgrading of roads and water systems. "We now have a hard time serving existing band members and DIAND is not providing any more money for C-31's... what are we suppose to do?"

c) Policing

A 4 member RCMP detachment located near the reserve provides law enforcement on the reserves and surrounding district (about a 50 km radius around the reserves). The RCMP serves band members, non-status, Metis and non-native populations. The Band also retains a peace officer under an agreement with the province. The Band's officer acts mainly as a by-law officer, enforcing provincial statues. He works closely with the RCMP in providing information and liaison with the Band. The Band's officer handles minor complaints referred to him by the RCMP. The Band's officer is perceived "at times to be unsure of what his job is because the Band is still trying to put together it's by-laws".

Over the past five years the number of police staff has not changed nor has there been any noticeable change in the rate or kind of crime in the area. Most unlawful behaviour on the reserve is alcohol-related. Break and enters, theft and willful damage, and spousal assaults make up the bulk of the crimes. Few violent crimes occur. A growing concern on the reserve is the level of bootlegging activity. The RCMP dealt with 1700 complaints in 1989 (1500 incidents and 200 warrants and requests). The number of these complaints involving Bill C-31, band members or occurring on the reserve is unknown. There is a perception however that Bill C-31 has not impacted policing requirements on the reserve.

d) Fire Protection

The Band's by-law/peace officer has a dual role, he is also responsible for the Band's fire prevention program. The Band has administered a fire prevention program for about four years. The program focuses on prevention, home inspections, education, and fire fighting. The Tribal Council is responsible for training local fire fighters, and for commercial and institutional inspections. The

Band retains a 10 member volunteer fire department. The Band has a fire truck (1000 gallon tank), hose, clothing and other fire fighting equipment. Fire fighting on and off the reserve is a joint effort and the Band has a mutual aid agreement with the district for fighting fires. The Band does not discriminate when fighting fires, all homes in the area are served.

It is recognized that Bill C-31 has the potential to impact fire protection services just by the sheer numbers of people who might be attracted to the reserve. To date, the fire protection program has not been impacted by the Bill.

6. Health

The Band has provided patient transport services to band members living on the reserve since 1985 and community health services to treaty people on and off the reserve since 1982. The Band employs a Community Health Representative (CHR) Co-ordinator, 2 CHR's, a Patient Transport Co-ordinator and five drivers. The staff are spread over the reserves. An additional CHR works in one of the isolated communities but is not employed by the Band. CHR staff have probably doubled in the past five years due to diminishing public health services in the area. The current CHR has worked in her position for 2 years, and the Patient Transport Co-ordinator for 5 years.

The reserve is serviced by a 25 bed regional hospital and a medical health unit, located immediately adjacent to one of the reserves. The hospital was opened in September of last year and is operated by Health and Welfare Canada. It currently has a 15 bed capacity and a staff complement of 1 doctor, 6 full time RN's, 5 part-time RNA's, 2 clerical, 1 medical records clerk, 7 part-time housekeeping staff and 2 medical x-ray technicians. The hospital is visited regularly by other medical practitioners. The 2-person public health unit is staffed with a public health nurse and a home care worker.

Band health services are provided under contribution agreements with Health and Welfare. In the case of the CHR program, services provided to registered treaty people on and off reserve include preventive care, immunizations and patient referrals. Medical patient transport services are provided only to band members living on the reserve. The CHR program services 45-50 families or about 200 people each month. Since no distinction is made for C-31's, the number of C-31's served by the CHR program is unknown. The CHR has not been directly impacted by C-31 but it is noted that changes may be coming as there is rumor that the CHR contribution agreement may be altered to provide services to treaty people living only on the reserves.

Patient transport services while only available to band members, have been unofficially provided C-31's so as not to deny need or discriminate among treaty people. Over 400 local and out-of town trips (an average of 33 per month) were made in 1989 with C-31 patients compared to about 200 local and out-of-town trips with regular band members. Patient transport staff say that at least 20% increase in funding would be required to accommodate the needs of C-31. Recognizing that patient transport is not a treaty right and given extra costs incurred by C-31 which are not being reimbursed, the Band has now suspended

transportation services to C-31's. While staff are reluctant to suspend services until ordered in writing to do so, C-31's are angry and many blame the Band for discriminating among treaty people. "Many ask if there are two classes of treaty people."

Hospital and Band medical service staff report that the administration of services to C-31's has been a "nightmare". Lack of explicit instructions to C-31 registrants upon reinstatement is identified as one of the causes of the confusion. Samples of letters sent to C-31 registrants showed that no explanation of procedures for registering for health services, education services or band membership were provided. Rather these letters simply referred to sections of the Indian Act, erroneously assuming that each applicant was fully versed in English and in the Act.

Many C-31's previously registered with the provincial health care system were unaware that they had to apply for medicare. Others thought that monies owed to the provincial health care system would be automatically covered once they became reinstated. The hospital is still trying to straighten out invoices for C-31's. They say "provincial health care will not issue payment for reinstated people and H&W will not cover C-31's unless application has been made". In many cases, C-31's have not applied for medicare. Like the Band's patient transport services, the hospital is also showing a loss on services provided to C-31's. Ambulance (local contract) and pharmaceutical services are also experiencing problems getting reimbursed for costs incurred by C-31's. While the hospital has not denied services to C-31's, the administration sympathizes with the Band. "It is unfortunate that all agencies could not foresee the problems that C-31 would create.... it is difficult to undo the damage that has been done and deny services that people have come to depend on".

The Band administers an alcohol, solvent and drug abuse program under a contribution agreement with NNDAP. Staffed by a co-ordinator who has held the position for 4 months, a youth worker, a counsellor and a receptionist, the program provides counselling services, recreation activities, rehabilitation referrals and awareness programming to all residents on or off the reserve. The program is considering services to isolated communities but has inadequate resources to do so. The program has been operating in one form or another for over 10 years.

The NNDAP program has a variable client load and currently services about 44 clients. Program staff have not identified any increase in demand as a result of

C-31. Staff do note however that many C-31's do inquire at the office because they are uncertain about treaty rights and about the rights of band members. Staff say that uncertainty among C-31's is manifested in a number of ways including stress and inappropriate behaviour. It is anticipated that in the future the program may see an increase in client demand as a result of growing hard feelings in the community about C-31's.

PATIENT TRANSPORT: Client Load in 1989 (April 1989-March 1990)

	<u>Local Trips</u>	<u>Out-Of Town Trips</u>	
Bill C-31	318	87	(actual)
Band members	2172	420	(estimated)
Total	2490	507	

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						NA
Bill C-31 Registrants	Not Applicable					NA
Total	NA	NA	NA	NA	NA	45-50 homes

Conclusions

"We are a Band that was committed to the spirit of the legislation now we helplessly stand by and watch our community and families torn apart and we are being asked to shoulder the blame. Once again Indians have fallen into the government trap..... we get blamed or we suffer for the actions of others".

"When an issue affects the community, the leadership and programs, it also affects the family... this is the legacy that DIAND has left this Band".

Many C-31 registrants are women with families of 6-10 children. Many are not well-educated, face language barriers and are uncertain about the bureaucratic system. The Band and other community institutions have endeavoured to help these people and in doing so have in the case of social services, patient transport and kindergarten, stepped outside of their funded mandate. The community has tried to ensure that C-31's receive services they are entitled to or need. The Band has picked up responsibilities that no one else would assume. Now have five years, the Band is "at the end of its rope". The result is a community and a Band that is becoming resentful about being "left to straighten out a mess created by the government, a mess that the government appears to have no intention of resolving". It is no wonder that this community is angry and frustrated. It is unfortunate that the Chief was unavailable for an interview as perhaps his perspective would have added to the analysis provided here.

Deficits and demoralized personnel in social services, housing, education, and medical services are evidence of the hard lessons learned by this Band. These lessons provide the rationale for the Band's position of no more services to C-31's without more commitment and more resources from government. These lessons are also reflected in an opinion held by some C-31's that they were "better off before they became reinstated", better off in terms of their family and community relationships, and better off in terms of the services available to them.

While the Band has taken a hard line on services to Bill C-31's, it recognizes that internal matters such as land use, residency, and housing must also be dealt with before the Band can fully come to terms with C-31's. The author believes that the motivation and impetus to gain community consensus on these matters and to move forth in a fair and equitable manner will not occur without intervention from outside agencies. Not only must the government address program deficiencies as they relate to Bill C-31 but it must also assist this Band to deal with broader community development issues which affect the integration and acceptance of C-31's.

Social Assistance and Social Development

The band has been administering the Social Assistance Program on-reserve since "for about ten (10) years". The Welfare Administrator is responsible for administering social assistance and prevention services. Funding for all Social Assistance programs is provided by Provincial Ministry for Social Assistance and the Department of Indian Affairs.

There are no Bill C-31 registrants on reserve, therefore, they are not eligible for social assistance under any of the band Social Assistance Programs.

Data was not readily available at the time of interview to complete the following chart.

Child and Family Care

There are five (5) children in placement and four (4) family support cases. These figures vary from month to month but the average number of children requiring these services is five per month. The local Children's Aid Society has services available that can also be utilized by band members. Due to the residency requirements to use this program and there are no Bill C-31 registrants residing on-reserve there will be virtually no impact from Bill C-31 at the present time.

Senior Citizens

The senior citizens of the community are maintained by their families. The oldest individual from this band is 63 years of age. There is no impact at the present time.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total
		NA			NA			NA

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

Band Case Study #39

1/ METHODOLOGY

General considerations

This study conforms with the given methodology. However, the following exceptions are to be noted:

- (1) We did not interview the chief, his mother having died at the time when we were carrying out the inquiry. The acting chief replaced him.
- (2) The local police chief being away, we interviewed the Amerindian Police analyst (their headquarters is located on the reserve)
- (3) The survey of regular members section is not complete; we have three out of four who are regular members. We had drawn up a list of twenty or so names chosen at random. These persons were either absent or had changed their telephone number for an unlisted number, or they refused to answer the questionnaire.

1.1 Persons interviewed

Band representatives: Manager;
 Acting chief;
 Ex-education counsellor for secondary,
 currently post-secondary education
 counsellor;
 Amerindian Police analyst;
 Fire chief;
 Social services head;
 Health services head;
 Director of economic development;
 Housing coordinator;
 Technical services head;
 Accountant.

Manager of the "Reserve and Trust" section (the last DIA-employed officer on the reserve).

Regular members: 3
C-31 members: 4
Total: 20

2/ BAND PROFILE

2.1 Location

The reserve is located five kilometres from a town of 11,445 population. It is also set among three smaller communities (9,320, 2,500 and 930 population respectively). We may thus consider that it has urban access.

Area: Approx. 4,000 acres for a population of approximately 1,500.

Land area breakdown:

Habitable land: 1,500 acres

Occupied land: 1,300 acres

Farmland: 900 acres

Hills, streams, gullies: 100 acres (Total: 3,800 acres)

The difference of 200 acres is due to the fact that this information comes from two sources: the "Reserve and Trust" manager for land area and the band manager for land composition.

There is good potential for population growth on the reserve; barely half of the habitable land area is occupied. It must be noted, however, that 96% of the reserve land is in private hands (all with clear title). The remaining 4% belongs to the Band Council (2% of this in farmland and 2% available for residential development). The Band sees its potential for land acquisition shrunken by a purchasing policy that is definitely below market (35 cents a square foot near the water, 30 cents in the residential area and 25 cents in the rural district).

2.2 Demographics

Population

	<u>1989</u>
On-reserve population:	1568
Band members:	1498
Non-members	70
Off-reserve:	1745
Total band:	3243

Over five years, the Band has seen its strength increase by approx. 1,200 new members. The majority of these new members are adult females living outside the reserve.

Regarding Bill C-31 registrants

848 members have been added to the Band under Bill C-31 from 1985 to 1988 (61 in 1985, 405 in 1986, 188 in 1987, 194 in 1988). Of this number, 48 are currently living on the reserve (10 already lived there prior to registration). Hence from 1985 to 1988, 38 new members arrived on the reserve.

2.3 Political process

The Band studied here is not a member of a treaty.

However, it is a member of a Tribal Council which, for the moment, is playing an exclusively political role in connection with land negotiations.

The Band Council is made up of the Band Chief and six councillors. All are elected by universal suffrage by resident members (age 18 and over) for a two-year term. This system has been in effect since 1950. There is no limit on service; a councillor may run several times. The Chief is the Band's main political spokesman dealing with governments, municipalities and Native organizations.

He chairs all Council meetings, where decisions are most often unanimous, or else by majority, but he makes the decision if there is a tie vote. Each councillor is given political responsibility for an administrative sector. Division of responsibilities among councillors is up to the Chief.

Council meetings are weekly and held behind closed doors. The manager attends; it is he who draws up the agenda and submits the administrative reports to the Council. Public meetings are called as needed, and all members are invited. Public meetings were held prior to 1985 on a relatively regular basis. From 1985 to 1989, the Council called them less often. The Council is currently considering reinstating them on a more regular basis. On average forty people attend

these meetings. There is a General Meeting of all members that is held once yearly, when the community's financial report is presented.

2.4 Membership rules and residency by-law

This community has no membership code or residency by-law.

The 1985-87 Council developed a membership code that was submitted to the population by referendum. The project fell through, as it was not supported by 50% + 1 of the voters, who had to be resident members.

2.5 Alcohol by-law

At present, the Band has no alcohol control by-law. Briefly, they would like to repatriate jurisdiction from the province in order that they can manage the profits themselves and direct them mainly for community purposes.

2.6 Land

Responsibility for land transactions comes under DIA. As we have seen, the land is privately owned with the Band Council controlling only 4%. In addition, the reserve land can readily be developed for residential, commercial, industrial or agricultural purposes.

Bill C-31 has had a noticeable impact on the management of hunting, trapping and fishing areas. Band members have carved up this territory into hunting shares every year for generations. Thus, the whole area is occupied and it is very hard to allocate space to new members without affecting the established rights of regular members. However, this is not where new members' demands are most insistent. They are more interested in getting big-game hunting permits on Band territory in the fall. This raises the matters of safety and wildlife preservation.

2.7 Revenue

The Band manages a budget of \$10 to \$12 million a year and its income comes in large part from government sources, especially DIA (87%), Employment and Immigration (1%), and Health and Social Services (1%). Income is also derived from

Native organizations (1%); local sources (2%) such as equipment rental to various projects, residential and commercial rent; water, garbage and sewer charges and, finally, other sources (8%) such as various businesses (sawmill, campground, accommodation centres and plantations). Management policies and practices are "generally ones recognized in accounting terms" (the accountant). The Council makes financial reports to funding organizations and financial statements are presented to the population at the General Meeting once a year.

3/ BAND ADMINISTRATION AND ORGANIZATIONAL STRUCTURE

It is the Band Council that decides the general political direction of the community, and therefore its administration. The Council operates collegially, with major decisions made most often by consensus. The Chief is the Band's main representative in dealing with outside organizations. It is also he who decides on the division of responsibilities among the councillors. Apart from this, his powers and functions are the same as the other councillors'.

The manager is the link between the Council and Band administration. He attends the weekly Council meetings; it is he who draws up the agenda and lays administration reports before Council. Similarly, it is he who takes Council decisions back to the administration. The manager meets his service directors in management meetings held every two weeks. Generally, managers are hired by competition and the Band human resources board examines and chooses candidates. The Council chooses from among the shortlisted candidates.

The community manages all its programs, except for police and fire services that come under the Amerindian Police Council. We are thus looking at a relatively developed organization. The manager has an assistant and a secretary, and he directs the activities of nine service heads: community services, housing and technical services, education, administration and finance, territorial services, economic development, human resources, legal services and, finally, communications. The manager has financial authority under the Band Council. Within certain budgetary limits, he has the power to authorize Band expenditures. Beyond these limits, he needs Council approval.

The members of the present Council have been in office for one year, but most of them (with two exceptions) are in their second term, which gives them about three years' experience. As for the administrative staff, the manager has been in the job for a year and a half, the head of social services for five years, the head of housing for 14 years, the head of technical services (preventive maintenance) for 19 years, the director of economic development has been there for a month, the elementary school secretary for six years, the ex-education counsellor for secondary (two years) and now counselor for post-secondary, one month, and the head of health services, four years. From remarks exchanged during interviews and in chance meetings, people are generally satisfied with the present Council and administration. The people now on the job are felt to be open, altruistic and dynamic.

The administration is in the middle of a restructuring. The emphasis here is on developing the organization from the standpoint of acquiring more autonomy in dealing with government bodies.

The administration currently has about 101 employees divided as follows: 56 administrators, managers and professionals, 27 office employees and 16 employees assigned to constructions and maintenance services. Since 1985, the number of employees has stayed relatively stable, because at the same time when the Council was taking over new services (social services and health services), it had to give up the management of a service that employed approximately the same number of people: namely, a residential service, a sort of boarding establishment for children coming from other Indian communities who were attending secondary schools in the area.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓								✓	
Education K & Elem	✓								✓	
Education Secondary	✓								✓	
Education Post-Second.	✓								✓	
Social Development	✓							BAND / DIAND		
Child/Family Care	✓							BAND / DIAND / PROU.		
Seniors Care	✓							BAND / DIAND / PROU.		
Housing	✓							BAND / DIAND		
Community Infrastruct.	✓							BAND / DIAND		
Policing						✓				PROU.
Fire Protection						✓				PROU.
Health Services	✓							BAND / NHW / PROU.		
Drug & Alc. Abuse								BAND / NHW / PROU.		
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

4/ PROGRAMS AND SERVICES

As we have previously mentioned, the Band manages all its programs except for police and fire services. These last two services are taken care of by the Amerindian Police. In addition, the Band manages its lands through its division of territorial services.

When it comes to financing mechanisms, the following programs are under a contribution agreement with DIA: social development (except for welfare), housing, community infrastructure, fixed-asset programs. Family and child services, and services for the elderly, come under a three-way contribution agreement involving DIA, the provincial Health and Social Services department, and the Band; health services and the alcohol abuse program come under a three-way contribution agreement involving Health and Welfare Canada, the province's Health and Social Services department, and the Band. The programs for economic development, elementary, secondary and post-secondary education, and social welfare, come under the optional funding arrangement with DIA. For the police and fire services, there is a protocol of agreement with the Amerindian Police service.

5/ ECONOMIC DEVELOPMENT

5.1 General information on program management

We met the director of economic development. Her role is to coordinate development projects, help project promoters or employers to get projects going on the reserve, make people aware about going into business. She has been in this job for a month, with two people under her: an assistant for the forestry section and an extension officer. The Band took over the administration of its economic development this year. The move was made possible by the decentralization of the management of these programs into Economic and Community Development Organizations administered by Natives at either a regional or local level, at bands' discretion.

The main sectors of economic activity are the forest industry, tourism, general trade, and such traditional activities as hunting, trapping and fishing. Tourism is the sector of activity that they plan to develop over the coming years, preferably on an annual basis. Projects in gestation: development of tourism in the territory (supplies) and on the reserve and the building of a cultural interpretation centre. The main employers are the Band Council (a hundred or so employees), the forest industry and retail (crafts).

5.2 Notes on the statistics

The reserve's population has not grown much, moving from 1419 in 1985 to 1465 in 1988. During this period, the working population has increased by 6%, moving from 50% to 56%. Generally, people are either holding permanent jobs (29% in 1985 and 18% in 1988) or collecting social assistance (31% in 1985 and 28% in 1988). Seasonal employment and unemployment insurance account for around 7% and 8% of the working population. From 1985 to 1988, the percentage of permanent jobs fell by 10% as against temporary jobs (+1%), part-time jobs (+3%), projects (+3%) and adult students (+5%). Here we are seeing the same weakening of employment and late entry into the job market being experienced by the province as a whole. Those collecting unemployment insurance and social assistance have seen their percentage fall slightly over the

same period. Note (1) that the Band keeps no statistics on levels of education in its on-reserve labour force, and (2) that its statistics make no distinction for Bill C-31 registrants.

5.3 Impact of the C-31s

As we have already seen, only 48 persons now living on the reserve regained Indian status with Bill C-31. The impact of Bill C-31 on these programs is small or nonexistent according to the interviewee.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members			
Bill C-31 Registrants			
Total	NA	56 %	NA

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	NA	NA	NA	NA	NA

6/ PRIMARY AND SECONDARY EDUCATION

6.1 General information on program management

The Band has been responsible for managing education programs at the elementary and secondary levels since about 1980. For the elementary level, we met the elementary school secretary, who has been in that job for six years. For the secondary level, we met the ex-counsellor who had just left that position, having held it during the two preceding years.

Elementary and secondary schoolchildren have the following benefits: school materials, lunch and registration costs are paid; they have access to school follow-up services and motivational activities; they get an allowance of \$10.00 a month. These privileges are accessible only to resident reserve members. Non-residents cannot benefit from them (in this case a lot of C-31s). The Council is currently pressing DIA to obtain funds for this type of clientele.

The educational system has about thirty employees: the head of the education sector, his secretary, one education clerk, two education counsellors, the principal of the elementary school, two secretaries, one counsellor in pedagogy, 18 teachers, two specialists (physical education and English), one orthopedist. The number of employees has not gone up since 1985.

There is only one school on the reserve, offering the levels from play-school to the 6th Grade, along with remedial classes, i.e. classes designed for children who have some catching up to do on their schooling before they can attend secondary school. This year, 1989-90, 44 pupils were attending catch-up classes. The school can accept Indian children living off reserve providing that they arrange transportation. Children who are not Band members also have access to the school, and this applies particularly to non-Indians working on the reserve. They have only one of them this year. As far as the secondary level goes, reserve children attend the regional schools, there not being enough of them any more to justify secondary-level classes on the reserve.

6.2 Notes on the statistics

The number of children attending kindergarten and elementary classes in the reserve school has fallen slightly over the period 1984-85 to 1989-90: in kindergarten, the figure has gone from 78 to 60 children, thus a reduction of 18; in the elementary classes, the figure has gone from 190 to 189. This fall in kindergarten attendance is probably explained by the fall in the number of children aged 0-4 on the reserve for the same period (see Demographics). There is no waiting list for the elementary, as the reserve school meets all needs.

As for secondary students, 150 (no C-31s) were studying at this level in 1984-85 and 171 (including ten C-31s) in 1989-90.

6.3 Impact of the C-31s

Increase in employee workloads

New C-31 members want to know what services and programs they are entitled to. Remember, however, that these services and programs are available only to residents. The C-31 members are therefore bringing pressure to bear in terms of requests for information, and it is exclusively in this area that employee workloads are seeing an increase.

7/ POST-SECONDARY EDUCATION

7.1 General information on program management

We met the education counsellor for post-secondary, who is at the same time counsellor for personalized employment training. She has been in the job for a month. The Band has been administering the PSEAP since 1980. All that is needed to take advantage of program is to be a Band member and be admitted to an institution of higher learning. The Band also manages personalized employment training programs. There are five or six of these a year, with about twenty students per program. The Council plays the role of intermediary between the employer or employee identifying a training need and the bodies that are going to provide this training and fund it.

7.2 Notes on the statistics

PSEAP recipients have almost tripled since the introduction of Bill C-31: from 85 in 1984-85, their numbers have risen to 235 in 1989-90. Of this number, 91 are C-31 registrants. And of the 91, five C-31 members live on the reserve.

Very approximately, one hundred a year are benefiting from personalized employment training programs.

7.3 Impact of the C-31s

Increase in employee workloads

Since this program is accessible to non-residents, the volume of demand and cases to process has risen. Apart from this increase in employee workloads, the education counsellor for post-secondary states that there is no specific problem with processing requests from persons registered under Bill C-31. At the present time, the budgets are adequate (only just, but adequate all the same) to respond to all the requests. However, she foresees that this situation will not last, given the budget cuts being made to the PSEAP every year. Moreover, the Department has already provided criteria that can be used to prioritize requests should budget be lacking. Access to the PSEAP is already restricted by DIA. Apparently, according to our interviewee, the E-12 guidelines limit the length of PSEAP support to that of the courses of study as prescribed by the institution. For example, the E-12

guidelines state that a person can't have Post-secondary education assistance to do a second bachelor's degree. Nor can he benefit from the program beyond the time prescribed by the institution for acquiring a degree. Band representatives read these recent moves as a response to the strong increase in the volume of demand at the national level and to the Department's refusal to increase budgets accordingly, which comes down to penalizing the Indian communities as a whole.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	NA	NA	60	78
Elementary *	NA	NA	189	190
Secondary *	161	10	171	150

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	144 *	85 *
Number Bill C-31 Students Receiving Funding	5	Not Applicable
Total	149	85

* Not clear whether only on-reserve or on and off reserve students included.

8/ SOCIAL DEVELOPMENT AND SOCIAL ASSISTANCE

a) Social development and social assistance

a.1 General information on program management

"Social development and social assistance" is a program managed by the Band before 1984 (our interviewee does not have the precise date). This program is now managed by the social services unit. We interviewed the person in charge of this service.

Since 1984, the number of employees of the social services has more than doubled (from four to 11 employees). This increase has nothing to do with effects of Bill C-31; it is due to the Band takeover of family and child services and services to the elderly in 1984, and also to a better evaluation of the population's needs. All these services are addressed exclusively to resident members.

a.2 Notes on the statistics

Recipients of social assistance have risen in number: from 217 in 1985, the figure has gone to 265 in 1989. Of these 265, only five are registered under Bill C-31. When we look at the percentage of social assistance recipients as compared with the working population, we note a slight decrease from 1985 to 1988: 31% to 28%.

a.3 Impact of the C-31s

The social services administered by the Band are accessible only to resident members. According to the head of social services, there is little demand from C-31 registrants and so little or no impact.

b) Family and child services

b.1 General information on program management

Family and child services is a program that the Band has been managing since 1984. The program is now managed by the social services. The Band offers the following programs: children's aid, youth protection, placement in foster homes, first-line services (referral and counselling), child

psychology, and counselling on alcoholism and drug addiction. These programs are all funded by DIA. The provincial government at times funds small programs. Recently, for example, it funded a program to combat family violence.

b.2 Notes on the statistics

As far as family and child services go, the number of recipients varied very little from 1984 to 1989 at around 100-110, and of this number, only one C-31.

b.3 Impact of the C-31s

Band-administered social services are accessible only to resident members. According to the head of social services, there is little demand from C-31 registrants and thus little or no impact.

c) Services to the elderly

c.1 General information on program management

Services to the elderly is a program managed by the Band beginning in 1984. This program is now managed by the social services unit. We interviewed the person in charge of this service. The Band offers the following services: maintenance services at home and a lodge for elderly persons.

c.2 Notes on the statistics

The lodge has about ten residents and can hold no more. There is a waiting list of about twenty people. Note that no C-31 registrants are calling on the services to the elderly.

c.3 Impact of C-31s

Band-administered social services are accessible only to resident members. According to the head of social services, there is little demand from C-31 members and thus little or no impact.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Seasonal	Continuous	Total	Seasonal	Continuous	Total	Seasonal	Continuous	Total
NA	NA	260	NA	NA	5	NA	NA	265

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					1
Total	NA	NA	NA	NA	NA	$\frac{100}{\approx 110}$

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						10
Bill C-31 Registrants	Not Applicable					0
Total	NA	NA	NA	NA	NA	10

9/ HOUSING AND COMMUNITY SERVICES

a) Housing

a.1 General information on program management

We met with the housing coordinator, who is responsible for the application of all programs connected with housing. She has been in her position for 14 years. There are three types of housing program: home building, house repair and housing. The Band Council has been running its own construction programs since 1977, and repair programs since 1975. It has been managing its own housing programs since they began. The housing service presently has five employees; there were four of them five years ago. The increase is owing to the addition of CMHC's new 56.1 program. Note that few people build without going through the Band Council: one family a year, most years none.

Housing policies

Right at the outset, let us state that there is no discrimination between regular members and new members (C-31). All requests are subject to the same selection criteria, whether for home building, house repair or housing.

For the home building programs, all members are eligible providing that they have been living in the region for at least 18 months (the immediately adjacent towns and villages) and owe no money to the Council under one or another of the housing programs. Also eligible are the owners of homes on the reserve "not meeting minimum residential standards" (for example, insanitary). Former owners, i.e. members who have already owned a house on the reserve and sold it, are eligible after five or 10 years. Once eligibility is decided on, since demand greatly exceeds supply (a hundred or so requests a year as against ten units to be built), it remains to establish an order of priority on the waiting list. Position on the waiting list (there is only one waiting list) is established by an assessment of needs rather than on a "first come, first served" basis. A very elaborate points system has been developed. The criteria make it possible to evaluate the family situation as well as the housing situation.

Lots are acquired by purchase (96% of them are owned privately) or by choosing a lot belonging to the Band Council. The person owns his house unless he is using CMHC's 56.1 program, a rent-to-buy program: the person rents for 25 years, or the period of the loan, at which point he will get ownership if he has complied with the conditions set by the Council. If the Band Council is building, it will choose an Indian contractor. Individuals can choose anyone they want.

There is no points system for housing. As with the building programs, however, there is a needs evaluation. The number of persons is the first criterion. Families of four, five or six persons are selected in accordance with the size of the accommodation becoming available. After this, they establish the urgency of the need. For example, a family without housing of their own and living with other people or a family that has to be relocated because of an increase in size. According to our interviewee, selecting families is no problem in the sense that it is always easy to pinpoint the urgency of their need.

a.2 Notes on the statistics

Requests

For 1989-90, there are 182 requests (building and housing together) of which 41 come from members living outside the reserve. Of these 182, 18 come from new C-31 registrants, 12 from outside and six from inside the reserve.

Housing units

Single-family houses: 302

Mobile homes: 15

Houses with an apartment: 15 units x 2 = 30 units

Duplex: 1 x 2 = 2 units

Apartment buildings: 1 x 4 + 1 x 31 + 1 x 8 = 43 units

Uninhabited houses: 14

Total: 416 housing units on the reserve, 29 of which are occupied by C-31s.

N.B. Our interviewee could provide us with no information on the condition of the units. At the time of our investigation, her service was doing a study on the subject and the study was not completed.

a.3 Impact of the C-31s

Increase in employee workloads

The budget envelope for housing programs has not increased, a number of Band representatives told us. DIA determines amounts for new members from the existing envelope. Which means that the supply has not gone up for five, six years. The Band builds ten or so units a year. Since new members are subject to the same selection criteria as regular members, there is no impact in terms of caseload. The impact is in the area of requests for information. The housing service is getting calls three or four times a week from new members who want to know, either the possibilities of living on the reserve, or the chances of getting privileges for construction, repair or housing outside the reserve. The impact, then, occurs in terms of employee workloads.

b) Community infrastructures

b.1 General information on program management

We interviewed the person in charge of technical services. He has been in the position for 19 years. The community infrastructures division presently has 17 employees (five years ago, it had 14): the head, a supervisor for preventive maintenance, five men assigned to maintain public services, nine men assigned to caretaking (school and social-sports centre). The increase in the number of employees is due to the addition of the social-sports centre three years ago.

Infrastructures

Water: pumping station (drinking water) treated there and operated by the Council; three pumping stations for used water; to come, a used water operating plant. Condition: almost new. Number of employees: 1.5 men.

Heating and electricity: provincial Hydro.

Sanitation and garbage collection: privately contracted to a Band member living on the reserve.

Roads: two miles of gravel with a dozen miles in asphalt and cement, all operated by the Council. Good condition. Number of employees: two men.

Community facilities: social-sports centre, school, museum, craft centre, boarding establishment, 31 housing units, Council offices, five or six buildings used by projects, all in fair condition, a few small renovations to be done, no more.

b.2 Impact of the C-31s

In our interviewee's opinion, there are no effects because not much new construction.

c) Police services

c.1 General information on program management

We interviewed the Amerindian police analyst in the absence of the chief of the reserve police. The Amerindian Police headquarters are located on the reserve. Our interviewee has been in the analyst's job for four years, but he is very familiar with the services of the local police. Local police services presently have seven employees (one supervisor/police chief and six patrollers); there were 12 five years ago. At that time, the local police served two reserves. Local police services have been managed by the Amerindian Police since 1975. The local police are equipped like a regular police force. According to the chief, they are even better equipped than the provincial police. They have a police station with cells, all the standard police station equipment, security services are provided 24 hours out of 24 throughout the reserve.

c.2 Notes on the statistics

Statistics on incidents on reserve territory

1989 (January fo June:	57
1988	95
1987	626
1986	311
1985	238
1984	195
1983	216
1982	295
1981	351

Our interviewee explains the fall in criminality by the fact that minors are now prosecuted, which acts as a deterrent.

N.B. Their statistics make no distinction between regular members and new members.

c.3 Impact of the C-31s

According to our interviewee, Bill C-31 is having no effect on criminality and policing on the reserve.

d) Fire department

d.1 General information on program management

We met with the head of the fire service. He has been in his position for three years. This service presently has 14 employees; five years ago it had 10. It has come under the Amerindian Police Board of Directors since 1972. It is a volunteer service, the employees are paid by the call. The equipment is standard, "even better equipped than many municipalities," our interviewee told us.

d.2 Notes on the statistics

There are thirty or so fires a year.

N.B. They are not keeping statistics on incidents involving new members (C-31).

d.3 Impact of the C-31s

According to our interviewee, Bill C-31 is having no effect on the fire department.

10/ HEALTH SERVICES

10.1 General information on program management

We met the person in charge of the health services, who has been in her position for four years. At present, there are nine employees attached to the health services; five years ago there were five. The Band has just recently taken over administration of health services (April 1989). The increase in employee numbers is due to the takeover of the health services, which has resulted in a "better needs evaluation." The Band is responsible for all uninsured medical services; for other services, it the provincial health insurance plan. Two nurses provide nursing services (curative and preventive care), a medical transportation official provides ambulance service, a community health representative administers preventive services, two drug counsellors (PLADA program) and two youth organizers. In May, a doctor and a medical secretary (half-time) will join the team. The health services share a new building (four years) with social services and recreation.

10.2 Notes on the statistics

Before the Band took over the health services in 1989, no statistics were kept here on the reserve concerning the number of persons using health services. Our interviewee believes that such statistics do exist at the MSN. She gave us the figures for the month of December, 1989: 591 people had used health services.

10.3 Impact of the C-31s

According to our interviewee, "it would take three times the staff to meet the demand." The services most in demand are: medical transportation, all reimbursements, "perhaps the nursing staff less," in short the services that are accessible to non-resident members. Thus, an increase in employee workloads which may affect the programs and services offered to the people of the reserve. The pressure comes mainly from the new members living in the area, the neighbouring municipalities. To meet the demand from new members, they have given the mainly administrative work

(answering information requests and reimbursement requests) to the community health representative, thus depriving themselves of her skills.

11/ THE PROGRAM TO COMBAT ALCOHOLISM AND OTHER DRUG ADDICTIONS

The health services team (more specifically, the two drug counsellors) have administered this program since 1989. The team directs people to referral services (treatment centres, hospitals) and offers consultation services, pre-cure and post-cure follow-up, and preventive workshops. A few statistics: in 1987-88 there were 20 consultations, 15 pre-cure follow-ups, seven post-cure, and 13 referrals to the doctor. The new C-31 members do not use these services much. They are mainly off-reserve and can get this type of services in their own locality. Thus, no impact on this program by Bill C-31.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

CONCLUSION

From 1984 to 1989, the Band saw its numbers swell by approximately 1,200 members. Most of these were off-reserve, since the population of the reserve itself has grown by only about a hundred people. No doubt these are effects of Bill C-31. Generally, the Council has not been able to respond to the many demands coming from new members. Let us note straightaway that they make no distinction between the regular members and the new members. The criteria for access to services are the same for everyone, except that certain services are reserved for resident members due to criteria of the governmental programs (DIAND). All the people we met are unanimous: the budgets for the different programs have not gone up to reflect the clientele to be served, "even if the Department claims otherwise." The only difference is that the Department has provided budgets for the C-31s right in the existing envelopes, so that the Band Council has to identify whether the service is offered to a C-31 member or a regular member when it is claiming from the Department, even though it is not making this distinction in terms of access to the service. Apart from this collective pauperism, the most frequently and generally identified problem is the one of overloaded employees. The new members are little or badly informed about the programs and services to which they are entitled, and it is in information delivery that the overload is making itself felt.

On the basis of the material available to us, it is very hard to isolate the reasons why few C-31s come back to live on the reserve. We would have to be able to interview the people who do not come back. However, for those wanting to come back on the reserve, the housing question is certainly a deterrent. The Band has budgets to build ten units a year when a hundred members are waiting. Added to this problem is the fact that the Band is dealing with C-31 requests on the same basis as with all its other members.

Band Case Study #40

Methodology

This study conforms to the given methodology, with the following exceptions:

This particular band has little interest in Bill C-31. The band feels "they have more important grass roots issues to worry about than the government telling them who is an Indian". Because there are approximately twelve (12) Bill C-31 registrants attributed to their band numbers, Bill C-31 will have little measurable impact on their community. They, therefore, "will deal with those twelve (12) people as the need arises". There are only two (2) registrants who currently make use of any band services.

Some of the questionnaires were not delivered in this community because the programs do not exist. There is no Seniors Care Program, Economic Development or Employment Programs and membership is handled by the Department. The Welfare Administrator and Community Health Representative were busy at the time of the interviews and were unable to participate in the survey.

There were no C-31 registrants available to interview.

A total of six (6) interviews were conducted in this community, five (5) band representatives, one (1) regular band members and zero (0) Bill C-31 registrants.

Band profile

Location:

This case study deals with a reserve located in a rural area within thirty (30) miles of an urban centre of moderate size. This reserve is off a main highway in an area where the major economy is the utilization of the area's natural resources. There are four (4) reserves totalling approx. 4,500 acres.

All band facilities and private homes occupy one central area. The majority of reserve lands are unserviced. The terrain is rocky and the lands are approximately 70% forest, 29% water and 0% agricultural and 1% residential/commercial. The central village is located on the edge of a lake and access to the reserve is gained by a dirt road from the main highway. Infrastructure development will definitely be needed within the next ten (10) to fifteen (15) years to open the interior of the reserve to accommodate a severe housing shortage expected within that time. At the present time there are twenty-two (22) houses and one (1) four (4) unit apartment building. All structures meet standards set by the Department of Indian Affairs.

Demographics

The band population is 159 people. Total on reserve population is approximately 64% of that figure. Approximately 80% of the on-reserve population is under 30 years of age. The oldest person being 63 years. The band membership is relatively young. There are no Bill C-31 registrants living on the reserve. There is one C-31 registrant making use of the Post-Secondary education funds and one C-31 registrant attempting to secure a house under the Bill C-31 housing dollars.

Table (1) indicated the total band population has increased from 147 in 1988 to 159 in 1990. The on-reserve population has increased from 94 - 101. Approximately twelve (12) people are Bill C-31 registrants and are included in their off-reserve population statistics for 1990.

Table (1) Indian Register Population			
YEAR	ON-RESERVE	OFF-RESERVE	TOTAL
1988	94	53	147

Notes:

1. Indian register population counts from the Indian register as of December 31, 1988. 1989 year was unavailable.
2. Bill C-31 registrant counts are band estimates.

Political Process

The Band Council has one (1) Chief and two (2) Band Councilors elected every two (2) years as defined by the Indian Act. The Chief and Councilors consider themselves separate from the band staff in that they are a political body. The Chief and Council deal with reserve residents and reserve issues. The band Administrator and staff are responsible for administration of Department programs and delivery of services to the community. There has been no change in the number of elected Councilors from 1985 to 1990. The band has always elected only two.

Council meetings are generally open depending on the agenda items for discussion. "Hardly anyone comes out for band meetings". Two meetings per month are held.

The band seeks the advice of elders on policy decisions.

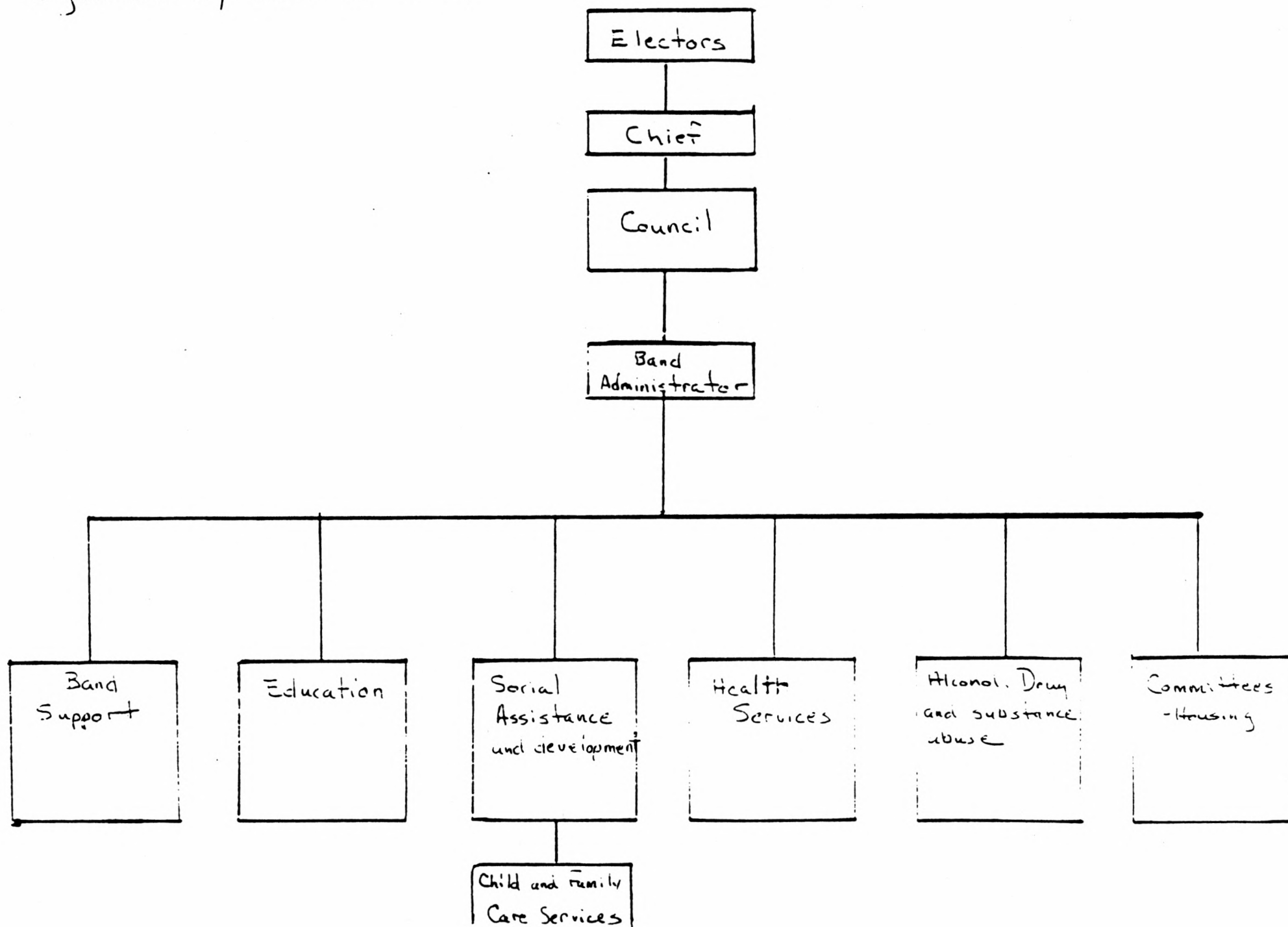
Policies are developed first by band staff and sent out to the community for any changes, this process is repeated until there are no more changes. The basic policy making principle is consensus.

The band does not have its own membership rules, but they have discussed the issue. They feel since C-31 will have very little immediate impact, if any, other immediate issues are more deserving of their time and efforts. Other than cursory discussions with elders and band staff Bill C-31 is not an issue at this time.

The band does not have their own residency by-laws. Since they do not have an enforcement process or the authority, then "the band can pass all the by-laws they want and they will be ineffective."

The Band does not have their own liquor by-laws. At the present time the reserve population is attending personal development workshops on Alcohol abuse.

Organizational/Functional Chart



Land, Revenues and Treaty Entitlement

Revenues: The band has two (2) sources of revenue a gravel pit and an agreement for Hydro lines to cross the reserve but has no control of revenues generated.

Treaty Entitlement: The band is part of Treaty. Since there is very little impact from Bill C-31 in this community the same holds true for the impact on their Treaty entitlement.

Band Administration and Organizational Structure

Organization Chart - see attached

Band Office: Frame building
 Reception area with attached lounge
 six (6) offices, one (1) meeting area
 Role of Chief: handle community issues
 Role of Councillors: assist Chief
 Arrangement of Senior Management: Band
 Administrator responsible for staff and program
 administration and service delivery. Staff
 breakdown: of five (5) programs. Welfare - 1,
 Education - 1, Family Services - 1, Drug, Alcohol
 and Substance abuse - 2, Finance 1, clerical -1
 and Janitorial -1, ends March 31, 1990 and 1
 Community Health Care Worker.
 Total band Employees: 9
 Chief/Councillors: 3
 Health Services: separate frame building adjacent
 to band office.

All band staff are relatively new to their positions. All staff except one (1) have been in their positions less than 1.5 years. Regardless of their lack of years in their respective positions they seem very comfortable with their responsibilities and were willing and helpful with the interviewer's questions and the questionnaires. There has been no staff changes since 1985. In discussions with the Band Administrator about the turnover of staff no explanation was offered why the turnover seems high. The impression the interviewer received was simply "that is the way it is."

There has not been a population increase due to Bill C-31 therefore, there is no increase demand for services, time, dollars etc. To date the only impact of Bill C-31 is answering inquiries. The staff is wary of future impacts and the repercussions of the Bill's implementation the national level.

Programs/Services/Benefits

Program Administration and Funding

The following two charts completed during interviews with the Band Administrator indicate who is responsible for program administration and funding mechanisms to support each program area.

Senior management have been in their positions as follows:

Number of years in position:

Acting Band Administrator: 1

Chief : 2

Present Councillors : 2

Program Administration Chart: Corrected - next page

Program Funding Chart: CFA is between DIAND and Band

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	ND									
Education K & Elem			✓							TUITION AGREE. DIAND / PROV.
Education Secondary			✓							TUITION AGREE. DIAND / PROV.
Education Post-Second.			✓							DIAND
Social Development	✓									CFA
Child/Family Care					BAND/ DIAND					CFA
Seniors Care	ND									
Housing	✓									CFA
Community Infrastruct.	✓									CFA
Policing						✓				PROV.
Fire Protection	✓									CFA
Health Services					BAND/ NHW			BAND / NHW		
Drug & Alc. Abuse					BAND/ NHW			BAND / NHW		
Other										

ND = Not delivered on reserve DK = Don't know AFA = Alternative Funding Arrangement
 CFA = Comprehensive Funding Arrangement

Economic Development

Employment: on-reserve

9 band employed positions

1 privately owned business positions
(small store)

Economic Development:

Bill C-31 registrants are expected to have little or no impact directly on this reserve since there are so few expected to return to the reserve.

(Data was unavailable on levels of education related to the labour force. The Education Co-ordinator did note that the Post-Secondary Students tended to enter psychology and general arts courses.)

The band will be hiring a Band Economic Worker to assist in the development of an economic development plan and to advise on economic development policy and program issues.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	NA	9	NA
Bill C-31 Registrants	0	0	0
Total	NA	9	NA

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	NA	NA	NA	NA	NA

Education: Kindergarten, Elementary, Secondary

All children attend a provincial school, off-reserve through a tuition agreement with the federal government negotiated by the Department of Indian Affairs. The children attend a school in a village with a population of approximately 100. This school's central location services the village community, the reserve in this study and another neighbouring reserve. The school population is primarily native.

Bill C-31 will have no immediate impact on the education system because so few are expected back. However the band is wary of the future ramifications of the Bill at the national level.

Education: Post-Secondary

The following chart indicates the number students receiving funding under PSEAP for 1989-90. One (1) bill C-31 student is receiving assistance under this program

There are thirteen (13) full-time and six (6) part-time post secondary students receiving funding. Only one (1) full-time student is a Bill C-31 registrant and this person resides off the reserve. All registered band members are eligible to receiving assistance under this program whether they reside on or off reserve.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	5	0	5	NA
Elementary * School	16	0	16	NA
Secondary * School	6	0	6	NA

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	19	≈ 25
Number Bill C-31 Students Receiving Funding	1	Not Applicable
Total	20	≈ 25

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						5
Bill C-31 Registrants	Not Applicable					0
Total	NA	NA	NA	NA	NA	5

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	ND	ND	ND	ND	ND	ND

Housing and Community Services

Housing

Housing on this reserve is handled by a housing committee. The Department of Indian Affairs is responsible for 100% financing for new home construction. The band makes application for two (2) homes per year. They generally receive anywhere from 0 - 2 houses per year.

The band expects a severe housing shortage within ten (10) to fifteen (15) years when their young population becomes of age.

The only impact Bill C-31 is expected to have is due to their housing dollars being from a separate fund. This arrangement is expected to cause hard feelings with regular band members who has been waiting approximately 3 years to receive a house. It is expected future priority will have to be given to regular band members who have been on a waiting list for a house. The band however, "will cross that bridge when they come to it."

The houses are provided to band members. Each band member is allocated \$29,600.00 to build their house. The only criteria is band membership.

There is only one (1) Bill C-31 registrant application for Bill C-31 housing dollars and the band has been unable to secure the money from the Bill C-31 housing fund. It is not known when those dollars will be forthcoming. The band feels if they were a larger band funding dollars for any program would be easier to access.

At present there are twenty-two houses and one 4-unit apartment building in this community. All are up to Department of Indian Affairs building Code. There are no houses occupied by Bill C-31 registrants.

Community Infrastructure

Each structure, private or band facility have their own septic and heating systems. The roads are maintained by the Department of Highways and funding is through the Department of Indian Affairs.

Community facilities include: recreation hall, ball diamond, pump house, hockey rink and firehall.

It is anticipated the band's young population will require a major increase in infrastructure development in the next ten (10) to fifteen (15) years. The band is presently planning and developing for their future infrastructure needs. This situation exists regardless of Bill C-31 registrants.

Fire Protection

Fire protection is volunteer. Funding is provided by the Department of Indian Affairs for equipment, supplies and training.

Policing

Local Provincial Police detachment

Health

Services: No hospital, 0 nurses, 1 Community Health reps.
0 public health nurses

Types of Care:

Curative: None

Preventative: pre-natal, dispensing of information

Little or no changes are expected due to Bill C-31 registrants. Very few are expected back and their impact will be felt as repercussions to the national program as opposed to direct impact at their reserve level.

No significant changes in use or inquiries of non-insured health benefits attributable to Bill C-31 are anticipated.

Drug, Alcohol and Substance Abuse

Funding for the Drug and Alcohol program is through NNADAP. However the reserves within this region are attempting to develop and implement a Drug, Alcohol and Substance Abuse Program based on and utilizing traditional teachings within the counselling framework. This group is attempting to secure funding from other sources in addition to NNADAP. This new program will increase the support network from ten workers to 100 by providing training to individuals in counselling skills and will provide a facility and program for rehabilitation within their own region.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

Other Programs:

No other band programs.

Other Bill C-31 Impacts (Social, Political, Legal/Litigation and Economics)

Social: There is no immediate impact expected attributable to Bill C-31.

Political: One respondent reiterated discussions with an elder in regard to Bill C-31 registrants. The elder felt the government is trying to tell native people who are native and who are not. As far as one respondent is concerned "an Indian is an Indian". Bill C-31 was to rid the Indian Act of discrimination against women but "Bill C-31 only makes Indians discriminate against Indians". One respondent feels Bill C-31 is trying "put the blame on Indian leaders" for the hurt feelings and the future impacts of the act and feels "the department is the one who took it from them in the first place."

Legal/Litigation: There is no immediate impact expected attributable to Bill C-31.

Economic: There is no immediate impact expected attributable to Bill C-31.

At the present time this band has very few Bill C-31 registrants therefore their impact is negligible. The band is aware that Bill C-31 will affect every band member from this time on in regard to their decedents. Therefore the repercussions of Bill C-31 although not felt at the present time will affect every band member eventually. "Every band member will be a Bill C-31."

Conclusion:

Whereas this band has reviewed Bill C-31 in relation to their reserve they feel that since there will be little or no impact directly resulting from its implementation that the issue of Bill C-31 impact is nonexistent in their situation at the present time. However, because the impact of Bill C-31 will definitely be felt on a national level the ramifications of the Act will send repercussions rippling through all bands in association with the Department of Indian Affairs in the near future.

Band Case Study #41

This report conforms to the given methodology.

Number of Interviews:

With Band Officials	4
With Individuals	2
Total	6

BAND PROFILE

Location

The band's reserves are located on prime ocean waterfront in close proximity to a town. They are also near a highway which is a major tourism corridor. The total area of the band's four reserves is about 600-700 acres. Only one of the reserves is serviced for housing.

Demographics

The Band's population profile as at May 5, 1989 is described below.

	On Reserve	Off Reserve	Total
Regular Band Members	71	23	94
' C-31 registrants	30	60	99
Total	101	92	193

The Band's membership has more than doubled since 1984.

Of the 30 Bill C-31 registrants living on reserve on May 5, 1989, only four were living on reserve at the time they registered.

There were also 21 non-Indians and 10 status Indians who were members of other bands living on reserve in 1989.

Political Process

The band is not a member of a treaty. The band is a member of a tribal council but administers most of its own programs. Its chief-in-council is elected. There are a total of three councillors, the same number as in 1984. Elections are every two years. Bill C-31 has changed the political face of band life. The Band council had been stable for several years prior to Bill C-31. During the last election there was a three-way tie between an incumbent and two C-31's running for election. DIAND was called upon to cast the deciding vote -- it ruled in favour of the incumbent councillor with the argument that he had the most seniority. Future elections can be expected to be hotly contested with a strong likelihood that C-31's will be represented on council.

The band does not control its own membership. However, interim rules adopted are those recommended by the Minister. As such, the interim membership rules permit all Bill C-31 registrants to be Band members.

Under the following situations the Band's membership rules would allow a person to become a member:

- An Indian woman married to a non-Indian man;
- The child of a non-Indian man and an Indian woman;
- The descendant of someone who had lost status for some other reason such as serving in the armed forces, or receiving land in exchange for status;
- An Indian child adopted by a non-Indian family.

The interim membership rules do not permit people who have been denied status under Bill C-31 to become Band members.

The Band administrator explained that the Band is in no rush to adopt its own membership rules because there is a lot of effort required for administration of the rules and Bands lose \$500 in annual funding from DIAND.

The Band has not passed any residency by-laws during the past five years nor has it applied for any. As well, the Band has not introduced or considered any liquor by-laws.

Lands and Reserves

The band has four reserves. The majority of the band population resides in one reserve which contains a new housing subdivision. It is the only reserve serviced for housing. There is potential for about 20 new houses on this reserve. Two other reserves are divided between small portions of forested land, agricultural land, and other land. The smallest reserve is located on a spit with no access by land.

Reserve lands are held in trust by DIAND.

The band has few sources of revenues, other than the monies it receives for band administration.

Administration and Organizational Structure

An organization chart for the band administration office is shown below. The band manager is also a councillor. The comptroller is a full-time position. The band manager, social worker and education coordinator are part-time positions.

BAND MANAGER

Financial
Comptroller

Social
Worker

Education
Coordinator

The staff are very experienced and have been in their positions for several years.

Some doubling up of program administration occurs. The social development coordinator also processes health forms. The band manager and comptroller share duties with delivery of several programs. Both are on the band's Housing Committee.

Additional demands on administration have resulted from Bill C-31. Although the band has been able to deal with increased demands from Bill C-31 registrants from an administrative point of view, there have been no staff increases in staff since Bill C-31. Employees complained that they were not being adequately compensated for the extra workload. One employee complained she was approaching burnout.

PROGRAMS/SERVICES/BENEFITS**Program Administration and Funding**

The band administers its own affairs. The band has a contribution agreement with DIAND. The administration profile data collection form is appended. The Tribal Council has an economic development officer who works with all of its member bands in providing support services.

The band receives no funding for child care and senior care, but it has established a homecare system.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							BAND/DIAND		
Education K & Elem	✓							BAND/DIAND		
Education Secondary	✓							BAND/DIAND		
Education Post-Second.						✓		BAND/DIAND		
Social Development	✓							BAND/DIAND		
Child/Family Care	ND									
Seniors Care	ND									
Housing	✓							BAND/DIAND		
Community Infrastruct.	✓							BAND/DIAND		
Policing	ND									
Fire Protection	ND									
Health Services	ND									
Drug & Alc. Abuse	ND									
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

1. Economic Development

There are very few employment opportunities for the on-reserve population. The band is not a major employer of band members living on reserve. The band operates a small trailer park which employs one person (who is not a band member) part-time. The band is also planning to open a day-care centre with provincial certification shortly which should result in increased employment on the reserve. It will employ five people. It now employs two people, only one of which is a band member.

As previously indicated, the band's reserves are small. They are without substantial natural resources. For the most part the band's labour force is forced to seek employment off reserve. There are also limited employment opportunities locally. As a result there is high unemployment. Those that are employed work in fishing, forestry and the services sectors.

Unemployment has increased with so many Bill C-31 registrants moving to the reserve. Generally, the expectations of Bill C-31 registrants are higher than those of regular band members.

The Band's labour force in 1990 is shown below:

	Number in On Reserve Labour Force	Number Currently Employed	Number Currently Unemployed
Regular Band Members	37	19	18
Bill C-31 Registrants	<u>18</u>	<u>9</u>	<u>9</u>
Total	55	27	28

The education level of this labour force is shown below:

	No Formal	Some Primary Education	Some Secondary Education	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members	0	3	24	9	37
Bill C-31 Registrants	<u>0</u>	<u>0</u>	<u>16</u>	<u>2</u>	<u>18</u>
Total	0	3	40	11	55

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	37	19	18
Bill C-31 Registrants	18	9	9
Total	55	28	27

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members	0	3	24	9	37
Bill C-31 Registrants	0	0	16	2	18
Total	0	3	40	11	55

2. Education: Kindergarten, Elementary, Secondary

The number of students living on reserve and enrolled in Kindergarten, elementary school and secondary school for the academic year 1989/90 is shown below:

	Number in Kindergarten	Number in Elementary	Number in Secondary
Regular Students	2	6	9
Bill C-31 Students	<u>0</u>	<u>7</u>	<u>3</u>
Total Enrollment	2	13	12

In 1984 there were no students in kindergarten, eight students in elementary school, and six students in secondary school.

Band children attend schools in the neighbouring school districts operated provincially.

The Band has a part-time home school coordinator whose workload has increased as a result of Bill C-31. (The local school district has also hired a Native home school coordinator to deal with off-reserve Natives, many of whom are Bill C-31's. The school board sponsored a census of Natives living off-reserve in the district and expected to find about 30 students, but instead found 140 - this number is also rising).

The band has in the past two years introduced a tutoring program, partly in response to Bill C-31's in school who need extra support services. The band's home school coordinator estimates that on average more than half of Bill C-31's require extra tutoring. The tutoring program is helping students with their learning problems but it is limited in terms of resources. There is no external program funding available. Two out of six in the tutoring program last year were C-31's. Another two were foster children of C-31's. (These two had status but were not band members). In this year's program comprised of eight students, five are Bill C-31's and two are the foster children listed above. Only one is a regular band member.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	2	0	2	0
Elementary * School	6	7	13	8
Secondary * School	9	3	12	6

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	6	1
Number Bill C-31 Students Receiving Funding	6	Not Applicable
Total	12	1

3. Education: Post Secondary

The number of Band members living on-reserve and receiving funding through the Post-Secondary Education Assistance Program (PSEAP) for 1989/90 and 1984/85 is shown below:

	1989/90	1984/85
Number of Regular Students Receiving Funding	6	1
Number of Bill C-31 Students Receiving Funding	<u>6</u>	=
Total	12	1

Two other Bill C-31 students were attending university and living off reserve.

Enrollment varies considerably. Last year 15 students were enrolled in post secondary education. This year the enrollment is down to six. Completion rates are generally quite high. Students are mostly enrolled in community colleges and universities located in the province. Two students obtained graduate degrees last year from out-of-province universities.

Administratively, increased pressures as a result of Bill C-31 have been low. Some problems have developed as a result of the priority system introduced last year for PSEAP funding. Under the new system, the students often don't find out whether they qualify until late in the year. As a result, students are forced to also make alternative plans. Overall, it should become tougher for Native students to attend post secondary institutions. (This is not the reason for the drop in enrollment between 1988/89 and 1989/90. Rather several students completed other programs in the last school year).

4. Social Assistance and Social Development

The number of band members who receive social assistance is shown below:

	Seasonal	Continuous	Total
Regular Band Members	2	3	5
Bill C-31 Registrants	11	4	15
Total	13	7	20

Besides administering social assistance, the social development worker offers counselling and referrals. The workload has increased considerably as a result of Bill C-31. The social worker, who has been in the job for over 10 years, stated that she was approaching burnout. She only works mornings, but with Bill C-31's she gets calls at home in the afternoon and on weekends. Some C-31 parents, as soon as their children reach legal age, "march them in demanding they be put on social assistance immediately".

The social worker also complained that the social assistance forms she fills in and reported to DIAND are different for C-31's and are less comprehensive. For example, summary for Bill C-31's does not have year-to-date totals.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Seasonal	Continuous	Total	Seasonal	Continuous	Total	Seasonal	Continuous	Total
2	3	5	11	4	15	13	7	20

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
NA				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	ND	ND	ND	ND	ND	ND

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	ND	ND	ND	ND	ND	ND

5. Housing and "Municipal-type" Services

There are 38 dwellings on the reserve. There is one duplex which is band-owned. The rest are all single homes. About 30% are in satisfactory condition, 60% require upgrading and/or renovation and 10% require replacement.

There are 26 families on the band's housing waiting list.

	Already on Reserve	Wanting to move to Reserve
Regular Families	7	3
C-31 Families	<u>2</u>	<u>14</u>
Total	9	17

Only two housing lots are held by certificates of possession. The rest of the land is held by commercial entitlement. There is a housing committee which decides on who gets housing. Seniors get first priority, then families. It is up to the individual family as to who builds the house. There is no band-owned construction company.

There is only one housing waiting list. Thirteen of the dwellings are occupied by Bill C-31 households. The length of time to obtain a house depends on many factors: the family's situation including income and whether the family is made up of regular band members or Bill C-31 registrants. Prior to Bill C-31 most families in the Band who desired a house had one and the housing situation was stable. With Bill C-31 there has been an increase in demand for both housing and financing. There was a rush for new housing two years ago but the demand has since quieted down. Some Bill C-31 families who moved to the reserve previously owned their houses and were able to finance the construction costs.

Bill C-31 registrants often have queries about the bands housing policies, especially about communal entitlement. They also often seek mortgage guarantees.

The band has a small trust fund from which they provide housing mortgage guarantees of \$30,000 per house. This supplements DIAND housing grants. Years ago a house could be built for the total of the two. But now it costs more than \$60,000. Also the band is running into some problems with available land. There are no flat lots left and new houses are being built on a hillside which is more expensive.

The band has developed a new subdivision and there has been some resentment by long time residents that C-31's are getting brand new houses in the subdivision. On

the positive side the new subdivision would not have been built if it had not been for the additional demand for housing caused by Bill C-31.

In some cases, Bill C-31's have not been able to make their mortgage payments.

Water sanitation and garbage collection are supplied by the local municipality. Heating in newer houses is electric, while in older houses it is from oil. The water lines on reserve are band-owned. Two of the lines are in satisfactory condition, but with a third line the flows are inadequate, according to a recent inspection by the local fire department. Roads are a combination of gravel and pavement. Some are in excellent condition, others very poor. The band office community hall complex is 20 years old and is in poor condition.

The billing for water has increased with Bill C-31. The water bill has doubled since 1985. Even though DIAND subsidizes 80% of the costs, it has still meant an additional cost to the band.

As well, there is more demand for the community hall as a result of Bill C-31 especially because there are more children.

6. Health

There are no health services on reserve. On reserve band members are served by a provincially-funded hospital located near the reserve.

The band does act as a referral agency for health services. It distributes several pamphlets describing health services available. Bill C-31's often make enquiries about what expenses are covered under the Indian Medical coverage.

The social development coordinator approves medical forms. The workload increased with Bill C-31's living on and off reserve, the latter because medical forms have to be approved and several Bill C-31's belongings to other bands live near the reserve. Proof of status has to be checked before the approval is granted.

A difference in the funding of dental care in the province exists that affects some Bill C-31 families returning to the reserve. Under the provincial medical system any registered Indian qualifies for child care costs. However dependents of Bill C-31's not registered and living on reserve qualify only for medical coverage and not dental.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	ND	ND	ND	ND	ND	ND

7. Homemaker Services

The band provides homemaker services to five band members living on reserve. These are people who are housebound. The total number of clients has not changed since 1984. The homemaker service program is principally for elders. Services includes general house cleaning, shopping, transportation to medical facilities, hairdresser etc, and paying bills.

No Bill C-31's are receiving homemaker services.

CONCLUSIONS

Generally, the Bill C-31 registrants have a higher expectation of what the band's administration should be providing in the way of services. The greatest impacts have been on housing, elementary, high school and post secondary education and social assistance. The fewest impacts have been with homemaker services.

Bill C-31 registrants on reserve should have more political influence over time.

Band Case Study #42

METHODOLOGY

Eighteen persons were interviewed over a two-day period (11 band officials, 7 band members). The Band Manager completed the questionnaires on administration, economic activities, and fire protection. The Chief answered the questions on the political process and policy, community infrastructure, and Land, Revenues and Entitlements. Two elders on the Membership Committee were interviewed together, and the third member of that committee was interviewed separately.

In the cases of education, child and family care and health, the band is involved (and the questionnaires were administered), but control of the major parts of these programs is in the hands of the province or INAC.

This study conforms to the given methodology, with the following exceptions:

- policing is not a band responsibility and there is no police detachment on the reserve, therefore no information about incidents involving the police were available.
- only two Bill C-31 registrants lived on the reserve, however, three such interviews were concluded. The third Bill C-31 registrant had made arrangements to move back and lived in a small town nearby.
- the data supplied for the collection forms were often estimated by the respondents.
- the data collection sheet for health services was left for the information, but not returned.

BAND PROFILE

Location

This band consists of one reserve found in the southern prairies within 100 kilometres of a large urban centre. Several small off-reserve towns are within a 10-minute drive from the reserve's band offices. The reserve is between two major highways which run east and west, and these roads provide easy access to the large city to the west. The reserve is surrounded by cultivated agricultural land and the reserve's landbase is 85 percent agricultural. About 10 percent of reserve land is forest (primarily brush and small trees) and the remaining 5 percent is classified for other uses (roadways, housing and other band buildings).

The reserve is about 40-45,000 acres (approximately, 50-75 acres of land per individual.) The band has made a claim for more land. The claim appears to be based on historical rights. There was no suggestion that it had anything to do with Bill C-31.

The reserve is bisected by gravel roads running north to south and east to west. All housing and other band buildings are situated on these two roads. All housing is along these two roads. Services are limited to along the roads. Most of the land is not currently serviced by roads and thus access is limited. Thus while the reserve has a large amount of land, access is a problem. There is open land along the roadways but much of it is tied up (i.e. belongs to families). The tradition of scattering houses (so the community does not look like a subdivision) makes people feel that there is not enough land. There is room for more housing, but it would involve either: in-fill housing between existing homes (and from interviews this would be resented by current occupants), or extension of the roads and services to new areas of the reserve.

Demographics

The total band membership is 1429. The band membership on-reserve is 580. Another 59 people live on the reserve: about half are non-status Indians, the other half are nurses, teachers and other non-status residents. Band members who lived off the reserve in 1989 numbered 849. In total there are 127 Bill C-31 registrants living on and off the reserve. Only 22 have applied for membership. Currently two Bill C-31 registrants live on the reserve and only one other will be moving back in the near future. The two that live on the reserve were living there at the time they registered.

Political Process

The band is a member of a treaty, which entitles band members to education, medicare, and a minimal annual payment. The treaty also specified a landbase of one square mile per family of five.

The band is a member of a tribal council which represents 16 bands. The council has assumed a role in self-government developments for its district and treaty areas. The tribal council provides services and programs to band members living off-reserve. It provides some services, such as accounting and financial management, to member band offices. Economic development moneys flow through the council from INAC to the band.

The Chief-in-Council are elected every two years (elections were scheduled within the month). There are currently 13 councillors including the Chief. The Chief's role is to chair council meetings, oversee policy initiatives and programs, liaise with other governments, lobby and negotiate on behalf of the band, and is the band representative on the district tribal council.

The Band Council's role is to make policy. Councillors sit on various committees which are struck to oversee programs, study issues, or implement special policies. Currently, housing, health, education, and membership have committees. The membership committee was formed to review both, the membership rules, and applications for membership. The committee is made up of elders and a councillor. The committee reports to the Chief-in-Council through the councillor. Council meetings are open and are held once a month. People are invite to speak if they have complaints or problems. Usually only those with concerns attend these meetings.

Last year, general assemblies were held three or four time, though the Chief said he would like to see them held more often. Attendance varies depending on the issue. One councillor said it was difficult to get people out unless the band provides some incentive (such as a lunch).

On June 28, 1987, the band submitted its membership rules. They required some amendment and the band established a Membership Committee which was to review the rules, solicit regular members opinions, and make recommendations on the applicants for membership. At the time of this study, the rules had not been adopted, but the Committee had made its recommendations to Chief-in-Council and the rules were to go to the membership for a vote. According to all Band officials, the band has control of its membership. The Band has the responsibility (delegated by INAC) of keeping its own membership list. All Band officials also indicated that the membership rules were still in the process of being ratified.

The membership rules require that each applicant be screened by the Membership Committee and those recommended by the Committee are then voted on by band members. First generation Bill C-31 registrants are automatically given membership, however, their membership is still voted on by band members (although, according to a Membership Committee representative, the results do not affect the applicant's membership status, except, perhaps, symbolically). Anyone who was not a band member prior to April 18, 1985 must apply, including

children of people who are currently band members. Therefore, anyone may apply for membership, the only restriction being that the person cannot be a member of another band.

The following membership process is used:

- application for membership submitted to Membership Committee;
- application reviewed by Membership Committee;
- Membership Committee makes recommendations to Chief-in-Council as to who should be given membership;
- those applicants recommended by the Committee are voted on by the membership.

In response to the questions on who can become members, all respondents indicated that the individual would have to apply. (Therefore, the responses to questions 21, 22, 23 were always "don't know": "Everyone would have to apply for membership", said the membership clerk.)

According to one administrator, there are 22 Bill C-31 registrants applying for membership. There appears to be slight confusion over membership rules among those in the band office as to who can become a band member. Primarily this revolved around whether or not first generation Bill C-31 applicants could be rejected by a vote of the membership (They cannot be, according to a member of the Membership Committee). It was also suggested that most regular band members realize children of band members must be voted in, as well.

The band does not currently have residency by-laws, but there have been some discussions of adopting such by-laws. The question of residency has come up as a result of a few non-members living on the reserve who caused problems on the reserve. Currently, the band does not care if non-band members live on the reserve with band members, "as long as they are good."

Lands, Revenues and Treaty Entitlements

INAC is responsible for administering the Band's lands, revenues and treaty entitlements. The band is in the process of developing a land use policy.

The revenues come from leased land (to off-reserve farmers in the area), rental paid by a corporation for land crossing rights, and community pasture. The band has an incorporated economic development board which is responsible for undertaking investments and other business activity. The corporation's activities include an off-reserve construction material manufacturing concern.

The band is treaty. The treaty provides a yearly payment per individual, education and medicare benefits and land.

Band Administration and Organizational Structure

The band office is structured with directors of various 'departments' reporting to a band manager who, in turn, reports to the Chief-in-Council. The band manager and directors are responsible for day-to-day operations of band affairs, while the Chief-in-Council provide policy direction. Education, housing, and health have advisory committees in place.

There are currently 15 employees in the band office: six program administrators, six support staff, and four janitorial or construction staff. In 1985, there were about 10 employees. The reason for the increase was that "the band has taken on more responsibility." It was not attributed to Bill C-31.

The band manager has been in his position for over 13 years. The other administrators have been in their positions from 2 to 8 years.

There has been little impact on the band office from Bill C-31. There has been a number of inquiries by C-31 registrants over the years, but these requests for information have not caused any strain on the administrative workload of the band office. Currently only one Bill C-31 registrant is said to be planning to come back. The main concern, from an administrative point of view, is the additional cost associated with taking control of the membership list. The band has established a Membership Committee, which, as part of its review of membership rules, visited most of the households on the reserve. As well, a membership coordinator is required to deal with membership requests. There is no continuous funding being supplied for these extra administrative costs.

PROGRAM/SERVICES/BENEFITS

Program Administration and Funding

Most of the band operating funds come through contribution agreements. The responsibility for Economic Development is shared with the tribal council. In the areas of Education, Health, Child care, and Senior citizens the band has limited programs and most are the administrative responsibility of someone off-reserve (INAC or the province). There are no funding arrangements for Child and Family Care, Seniors Care or Policing.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							TC/DIAND		
Education K & Elem			✓					DIAND		
Education Secondary			✓					DIAND		
Education Post-Second.			✓					DIAND		
Social Development	✓							BAND/DIAND		
Child/Family Care						✓		DK		
Seniors Care	ND									
Housing	✓							BAND/DIAND		
Community Infrastruct.	✓							BAND/DIAND		
Policing							RCHP	DK		
Fire Protection	✓							BAND/DIAND		
Health Services					BAND/NHW			BAND/NHW		
Drug & Alc. Abuse	✓							BAND/NHW		
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

1. Economic Development

The band has been administering its economic development funds for the past 10 years. There are no paid staff that deals strictly with economic development. This has not changed in the last five years. There is an economic development committee (voluntary) which oversees economic activities.

Some economic development money goes through the tribal council. This was the first year that INAC has given economic development funds to the district tribal council, who in turn pass it onto the bands. The bands submit requests to the council for use of the money. The band would like to move all economic development funds from the tribal council to the band level.

It was stated that the money available for economic development is quite limited. What money is available goes to individuals who wish to start up a community based business. It has been used to assist in buying farm equipment, repairing school buses, and office equipment. Some of the money has gone into developing a community pasture.

The major economic activities for the band are: a development company based in a urban centre involved in production of material for construction, agriculture (through leased lands to off-reserve farmers), and land access rights (a gas pipeline company). The major employment opportunities in the area are as follows: farm help, help at a tree nursery, and housing construction. These jobs are seasonal. The development corporation owned by the band is about 200 kilometres from the reserve and employs 15 people. Some of these employees are band members, but not all are.

Future developments include a feed lot operation. The development company is planning an expansion in the city and its offices are moving onto the reserve. Some land development is planned in an urban centre.

According to the band manager, unemployment was estimated at about 90 percent of on-reserve band members. It was estimated that among regular band members, the on-reserve labour force is approximately 350. Currently 35 regular band members are employed. Of the Bill C-31 residents on the reserve, one of the two is currently employed.

The band has had some calls about economic development money from Bill C-31 registrants living off the reserve. They are told that there is nothing available for them from the band and they are instructed to contact INAC or other native organizations which may be able to help. The feeling is that with the limited amount of money available, those living on-reserve should have benefits first.

The limited number of Bill C-31 registrants on-reserve (2), has meant that they have had little impact on economic activities and development in the community.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	350	35	315
Bill C-31 Registrants	2	1	1
Total	352	36	316

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members	17	176	141	17	351
Bill C-31 Registrants					NA
Total	17	176	141	17	351

2. Education: Kindergarten, Elementary, Secondary

The band currently runs only a nursery school/kindergarten on the reserve. There are three on-reserve staff persons involved in education (same as in 1985). The person in charge of education has been in that position for five years.

The funding for the nursery school/kindergarten is supplied by INAC. All other schooling (primary and secondary) is off-reserve. Reserve children of school age are bused to provincially run schools in the surrounding communities or they attend a residential school. The busing is provided by the band itself.

Last year, of the regular band member, 17 children were in nursery school, 98 were bused to one of two elementary schools off-reserve, and 56 were bused to one of three secondary schools or live away from the reserve in the residential school. There is one Bill C-31 child in secondary school. In 1985-86 the numbers were similar. There were 20 children in nursery school, 100 in elementary school and 53 in secondary school.

As far as the band is concerned, the impact of Bill C-31 on education has been negligible.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1985-86 1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	17	0	17	20
Elementary * School	98	0	98	100
Secondary * School	56	1	57	53

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	9	NA
Number Bill C-31 Students Receiving Funding	3	Not Applicable
Total	12	NA

3. Education: Post-secondary

INAC is responsible for the administration of the post-secondary education program for the band.

Three of the 12 people from the band receiving post secondary funding in the last year were Bill C-31. The feeling was that the C-31 registrants were "taking a lot of the money" which should go to regular band members. However, it was also stated that it is difficult to know the impact that Bill C-31 registrants have had on the reserve's share of the PSEAP funds, since the band does not handle this money. The administrator did not know if anyone had been denied funding or if there were members waiting for PSEAP funding.

None of the Bill C-31 registrants receiving PSEAP are living on the reserve. The Bill C-31 registrants interviewed did not feel they would be treated differently than a regular band member if they applied for PSEAP funding.

4. Social Assistance and Social Development

Social Assistance has been delivered by the band for about the last 12 years. The welfare administrator had been in the position for the last 2 years. People living on the reserve apply at the band office for assistance, are screened, and if eligible, are provided assistance. The staff consists of one full-time and one part-time person. There was one full-time person in 1985.

In 1989, there were 216 families on the reserve continuously receiving social assistance. One of these is Bill C-31. There are two regular band members who were on work opportunity programs. In 1984, there were no work opportunities programs on the reserve.

Social assistance is available only to people living on the reserve. To be eligible, the head of the household has to be a band member or have status. As well, non-Indians in common-law relationships are eligible. According to the director of social development, there had been no calls from Bill C-31 registrants about social assistance benefits.

Child and family care is the responsibility of the province and therefore no information was available on the number of children in care. The person in charge of the social assistance program on the reserve liaises with the province on child and family care matters. She arranges for people to come in to do counselling (family violence, financial, etc.) and informs the province if there are families who need services or who have children who should be apprehended. The band receives no funding for child and family care. As far as was known, no Bill C-31 families were involved with child and family care.

Elders are involved in the council meetings and have been active in the Membership Committee. Special efforts are made to help elders in need, such as providing firewood and the like. There are no other programs in place for seniors.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total
0	215	215	0	1	1	0	216	216

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
WOP	2	0	2	0

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						5
Bill C-31 Registrants	Not Applicable					0
Total	NA	NA	NA	NA	NA	5

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	NA

5. Housing and "Municipal-type" Services

a. Housing

The housing manager has been in her present position for eight years. She manages the band's C.M.H.C. housing program and monitors the band's subsidies for housing. There are five housing staff at the reserve. In 1985 there was one staff position for housing. The increase was not related to Bill C-31, but due to the band taking on more responsibility.

In total there are 174 dwellings on the reserve. All are single family houses. The housing manager estimated that half are in satisfactory conditions, a quarter require upgrading or renovations, and another quarter require replacement.

Band members apply by letter for housing. Applications are reviewed and the decision is based on need, size of family, and condition of current housing. Overcrowded houses and those with multi-generational households usually have priority.

The houses are built by contractors and all houses are owned by the band and rented to individuals.

An individual, whether Bill C-31 or regular band member would have a two to six year wait depending on their current circumstance (family size, condition of existing dwelling). In the coming year, seven to nine single family dwellings will be completed for regular band members. The band has accessed government funds for Bill C-31 housing. Three such houses for Bill C-31 families will have been completed this year. It was stated that a separate housing waiting list is NOT kept for Bill C-31 registrants.

Currently there are about 75 families of regular band members on the waiting list for housing. About 40 are on-reserve families, while 35 regular band members currently live off-reserve, but are waiting for a house before they move back to the reserve.

Two Bill C-31 families already on the reserve are waiting for new houses, as are five Bill C-31 families living off-reserve (one will be moving into a new house in the next couple of months). Currently, one of the C-31 registrant living on the reserve stated that he and his family is living in his "father's old house." The other on-reserve Bill C-31 registrant is living with her mother. All Bill C-31 registrants interviewed felt that they had the same access to housing as a regular Band member. Each of these Bill C-31 were "booked for one (a new house) this year."

There is difficulty in the community in coming up with the unfunded portion of the house construction costs. "The Band has to take out a loan and repays the loan by renting out houses. This does not sit well with Band members as they feel that they are entitled to housing under their treaty rights."

Bill C-31 registrants who are seeking houses are mostly individuals who have previously lived on the reserve. The band asks them for a letter of intent to return to the reserve on a permanent basis. The band has been applying for funds for housing as they get requests. There was some feeling that Bill C-31 registrants should come back and live in existing houses before having a new house allocated to them. It was thought that this would demonstrate commitment to the reserve.

Generally, there has not been much demand to date, but there are "indications that more C-31 people will want houses as they become aware of their rights."

b. Community Infrastructure

The existing facilities on the reserve include a band building, which houses the council chambers, band offices, health clinic, and gym, fire hall, nursery school, and storage building for road and construction equipment.

Ground water (wells) is the major source of water on the reserve (there are no rivers, streams, or lakes on the reserve). Most homes are serviced by individual or community wells, while about a quarter are supplied water by truck.

The heating is mainly a combination of wood and electric, though recently built homes have propane heat. All homes on the reserve are electrified. Garbage pick-up is monthly. Houses are equally divided between a community sewage lagoon, septic tanks, and mounds. Roads are ploughed and graded within the reserve.

There has been little, if any, impact on current infrastructure by Bill C-31 registrants.

c. Policing

Policing is the responsibility of the R.C.M.P. There is no detachment on the reserve, but there is in the surrounding towns. No information was available on incidents on the reserve involving the police.

d. Fire Protection

The band provides its own fire protection. The band has a fire truck and fire hall. The fire department is strictly volunteer and currently there are about 20 trained volunteers. There is concern that the volunteers need re-training and also that there is no central alarm system and only a few houses have telephones (so volunteers are difficult to get a hold of). There is usually one house fire a year on the reserve, plus numerous brush fires to deal with. The band manger indicated that a fire truck with greater water capacity was needed.

Bill C-31 registrants have had no impact on fire protection on the reserve.

6. Health

The band currently runs a health clinic which provides preventative care, pre-natal care, and dental care programs. A dentist visits the clinic on a regular basis. Fluoridation and dental hygiene is available to children at the reserve nursery school. While currently limited health care services are provided on the reserve, the band would like to take over all services from MHS.

There has been no impact from Bill C-31 on the health care offered on reserve. Some band members living off-reserve will come back for pre-natal classes or to get a needle. This is not a problem.

The drug and alcohol abuse program involves information, counselling and referral services. Workshops, 'dry' dances, and the like are also organized by the NADAP coordinator. Bill C-31 has had no impact on these programs.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

7. Other Program

No other programs are administered by the band.

8. Other Bill C-31 Impacts

Attitudes to Bill C-31

Attitudes of participants in this case study were divided: those who agreed with the aims of Bill C-31 and those who did not. These attitudes did not appear to be linked to a particular age or gender of the respondents. Of the regular member spoken with, two supported the bill (a male and a female), and two were against it (two females).

The regular band members said of the Bill:

"I think Bill C-31s should be entitled to it. It is unjust the way they had lost status. They should be able to come back."

"The Bill C-31s are given priority. Our children are not helped as much."

"I totally disapprove of it. I'd rather have it like it was before: marry off - go off. Can't have two homes: here and somewhere else...I was told when I was young not to marry off the reserve or I'd have to leave."

Administration and the council was aware of these concerns: "Some people on the reserve feel that it should be (regular) band members first."

Attitudes often were linked to the notion of "outsiders." People who had lived on the reserve or had kept in touch with the reserve through relatives there, were often seen as acceptable (especially by their relatives). Whereas, those who had left and had separated themselves from the reserve were less likely to be accepted. Respondents were often caught between acceptance for people they knew, and the perceived consequences of large numbers of "outsiders" coming to the reserve.

Others felt that most do not want to come back or will only want to come back to retire. "Most Bill C-31s have established themselves and don't want to move back to the reserve."

Cultural Concerns

A number of people (3) were concerned that Bill C-31 would bring "white ways" to the reserve and populate the reserve with non-Indians. Even regular band members who supported the spirit of Bill C-31 were concerned about what they saw as a cultural threat. It was suggested that children of inter-marriages should not be given status because if status is granted, soon all "status Indians will be white; the real blood Indian is going to be pushed out."

Another regular member felt the same way: the threat was not from the first generation woman who lost status, but the people they may bring back to the reserve with them. It was argued that the band has always been willing to accept these women back under certain circumstances: "These ones that married

out and are accepted back after widowed or divorced [and] that is fine. But these who want to come back with husband and family, that's a problem."

Yet another wondered if "Bill C-31 is to teach us how to live". From his perspective these people would be teaching assimilation into white culture. Again the reasoning was that they have lived off the reserve and would bring their white families back with them.

Economic Concerns

The most often mentioned economic concern among regular band members (2) were lost jobs. There was a feeling that Bill C-31 registrants ("and other outsiders") come on the reserve and take jobs away from regular band members. Bill C-31 people were seen as a threat to the few jobs available on the reserve. They will "take jobs from reserve members" and this was seen to be "true of all outsiders, not just Bill C-31 registrants." Another regular member argued that regular "band members should get jobs first" before outsiders.

Membership Rules

A couple of regular band members were concerned with the membership rules being put in place. One cited a problem, where a person had to give up their membership at one band in order to have their application considered on this reserve. The concern arose because if the application was then rejected, the person was without membership with any band.

Another indicated that she thought there had not been enough consultation with the membership over Bill C-31. "My family is totally against Bill C-31. We should have been informed about what it was all about. We don't know about Bill C-31. Chief-in-Council should let us know. We are kept in the dark about it. No one came to see me about bringing it in."

Housing Concerns

Three or four people felt it was unfair or mentioned that others felt it was unfair, that Bill C-31 registrants should receive a house before regular members. "They come back here and demand a house. [The reserve] should be for [on-reserve] band members." "When a Bill C-31 comes back they get priority for a house, there is resentment." Another band member said that as far as she knows "no one has demanded housing, because they know band members will complain."

One official argued that if some of the Bill C-31 registrant were serious about coming back, they would be willing to move into an old house and wait for a year or two before getting a new one. This would demonstrate their motives for returning were sincere, and would probably lead to greater acceptance of regular band members.

CONCLUSIONS

The impacts of Bill C-31 on this reserve have been small. There are additional administrative costs, and there has been some resentment and concern among band members, but the real impacts, if they happened at all, will be in the future.

The main impact at the band office has been administrative. Bill C-31 creates additional costs for the band now that it is in charge of its membership list. It has been expensive and time consuming to develop the rules, talk with members, and review applications. The review of applications requires, in many cases, documents from the government to ensure the applicant has a link to the reserve. Further, the on-going requirements of maintaining the membership list is not being funded and is a drain on the band's funds.

There is confusion about the membership rules. This may be clarified once the rules have been put to a vote before the entire membership. But currently, even in the band office, there are slight differences of opinion as to who can become a band member.

There have been only minor impacts on the community. There are concerns that if individuals come back in large numbers, the reserve will suffer both in material shortages (housing, infrastructure, land) and community togetherness. There is resentment towards these people who "made a choice". There is resentment that they can come back and get a house, while others who have lived on the reserve all their lives must wait. There is fear that these people will bring white culture with them and destroy the reserve.

While the reserve has a large amount of land, access is a problem. There is land along the roadways but much of it is tied up (i.e. belongs to families). The tradition of scattering houses (so the community does not look like a subdivision) makes people feel that there is not enough land.

Those Bill C-31 individuals interviewed had no complaints. They had been treated fairly and felt welcome and accepted. One Bill C-31 registrant who was in the process of moving back to the reserve said, "I'm happy that it came. I felt like an outsider before. I don't feel that way now."

Band Case Study #43

1.0 Methodology

This case study conforms to the methodology provided by Indian and Northern Affairs Canada.

During the course of the study on site interviews were undertaken with the Chief, the Band Council, the Band Administrator, the Assistant Band Administrator, and the Band Economic Development Officer. Telephone interviews were undertaken with the Principal of the School, the Head Nurse at the nursing station, the Director of the Regional Community Health Representative Program, the Regional INAC Membership Clerk and the Band Welfare Worker.

As there were no Bill C-31 registrants in the community no interviews were conducted using the Bill C-31 questionnaire. In addition, no specific interviews were undertaken with regular band members. However, several individuals within the Band Office including the Band Councillors (approximately 12) were consulted. Specifically, they were asked whether they were aware of any C-31 registrants within the community or were aware of any C-31 who were living out of the community who would like to return to the community. None of these individuals including the members of the Band Council were aware of any Bill C-31 applicants or Bill C-31 registrants within or outside the community.

2.0 Band Profile

2.1 Location

The band is located in an isolated and remote area in the northern region of a province. The band administrator suggests that the reserve consists of approximately 4,500 acres.

The reserve is capable of accommodating more housing units. However, growth of the population suggests that more land will be required in the future. The reserve borders a lake and is primarily woodland. There is a winter road into this community and an airport landing strip.

2.2 Demographics

The population of the band is estimated to be 1,338 on the reserve and approximately 50 - 60 off the reserve. All 1,338 on the reserve are status Indians. There are no Bill C-31 registrants nor any non status Indians living in the community. There are approximately 20 non Indian school teachers living within the community. The Band Council does not anticipate that there will be any C-31 registrants returning to the reserve.

INAC records indicate that C-31 registrants have been identified. Neither the band nor the INAC regional membership clerk was aware of these registrants.

2.3 Political Process

The band is covered by a Treaty and is affiliated with three other bands in the region. However, it does not receive funding. The Chief and Council are elected by custom. Elections are held when the elders of the community lose confidence in the Chief and Band Council. There have been three Chiefs within the last six months. The band presently has seven Band Councillors.

The Band Council meets two or three times a week and only the Chief and the Council attend. General meetings are held approximately twice per year to discuss community issues.

The band has enacted membership rules. These rules were enacted following the implementation of Bill C-31. The actual date of adoption of the rules was not known. As the band does not possess its own membership clerk the rules have not been implemented. The rules do not expressly exclude any C-31 registrants but requires registrants to satisfy several conditions before membership will be granted.

The band has not enacted nor intends to enact a residency bylaw. The band has enacted a liquor bylaw which is enforced by band police.

MEMBERSHIP RULES AND
RESIDENCY BY-LAWS

Three questionnaires (those directed to the Chief, the Band Manager and the Membership Clerk) contained questions relating to membership rules and residency by-laws. The following questions have been extracted from those questionnaires to show the precise responses of the band.

MEMBERSHIP RULES

20. Do (will) your membership rules permit all Bill C-31 registrants to be Band members, some Bill C-31 registrants to be Band members, or no Bill C-31 registrants to be Band members?

ALL BILL C-31 REGISTRANTS①→ GO TO Q.22
SOME BILL C-31 REGISTRANTS2→ GO TO Q.21
NO BILL C-31 REGISTRANTS3→ GO TO Q.22
DK/NA9

Provided that registrants satisfy membership conditions.

21. Which Bill C-31 registrants are (will be) permitted to be Band members under your membership rules, and which are not (will not be) permitted?

RECORD ALL ANSWERS USING CATEGORIES BELOW. WHERE RESPONDENT'S ANSWERS DO NOT COVER CATEGORIES BELOW, RECORD VERBATIM AND USE ANSWER CATEGORIES AS PROBES FOR SPECIFIC RESPONSES.

How about (category), would your membership rules allow such a person to become a member?

YES NO DK/NA

AN INDIAN WOMAN MARRIED TO A NON-INDIAN MAN.....1	2	9	} Info not provided
THE CHILD OF A NON-INDIAN MAN* AND AN INDIAN WOMAN...1	2	9	
* i.e. not Indian within the meaning of the Indian Act			
THE DESCENDANT OF SOMEONE WHO HAD LOST STATUS FOR SOME OTHER REASON SUCH AS SERVING IN THE ARMED FORCES, OR RECEIVING LAND IN EXCHANGE FOR STATUS1	2	9	
AN INDIAN CHILD ADOPTED BY A NON-INDIAN FAMILY1	2	9	
OTHER (record verbatim)1	2	9	

22. Do (will) your membership rules permit people who have been denied status under Bill C-31 to become Band members?

YES1
NO2
DK/NA9

Info not provided

23. Could you give me some examples of people who might be denied status under Bill C-31, but who could be admitted to Band membership under your Band membership rules?

(Info not provided)

PROBE: o what about the grandchild of a woman who lost status because of a marriage to a non-Indian? Under Bill C-31 the grandchild would only be eligible for status if both his or her parents were eligible. Would this grandchild be admitted to Band membership under your Band membership rules?

YES1
NO2
DK/NA 9

2.4 Lands Revenue and Treaty Entitlements

The band is a signatory to a Treaty and under it each band member receives a \$5.00 annual treaty payment. Reserve land is granted to a family when a band member is granted a new house. The band receives the majority of its revenues from INAC and Health and Welfare Canada and is responsible for allocating these revenues to projects undertaken by the band. The band has no independent revenue source.

3.0 Band Administration and Organizational Structure

The Chief and Band Council are responsible for allocating resources - within contractual limitations - for programs administered by the band. The Band Council also acts as a dispute resolution mechanism when disputes arise in the community. The Band Council determines the families that will be provided with new homes and the families who will receive assistance for home renovations. The Band Council is also responsible for overseeing the work of the employees of the band.

The band presently employs four program administrators and one support person. This includes a Band Administrator, an Assistant Administrator, an Economic Development Officer, and the Education Director. In addition, the band employs two Community Health Representatives (one undertaking training), three Police Officers, one Child Family Services Worker, one Welfare Administrator, and one NNADP worker. The total number of band staff in 1985 was not known, although it was suggested that there had been no major changes. Turnover in staff is high. There are currently no Bill C-31 registrants living on the reserve, as a result there is no increased demand upon the band office or on band personnel. The band has not developed an organizational chart.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							BAND / DIAND		
Education K & Elem	✓							BAND / DIAND		
Education Secondary					BAND / TRIBAL COUNCIL				BAND / DIAND	
Education Post-Second.		✓						TRIBAL COUNCIL / DIAND		
Social Development	✓							BAND / DIAND / PROU.		
Child/Family Care	✓							BAND / PROU.		
Seniors Care	✓							BAND / DIAND / PROU.		
Housing	✓							BAND / DIAND		
Community Infrastruct.			✓					BAND / DIAND		
Policing	✓							BAND / PROU.		
Fire Protection	✓							BAND / DIAND		
Health Services					BAND / NHW					NHW
Drug & Alc. Abuse	✓							BAND / NHW		
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

4.0 Programs/Services/Benefits

4.1 Economic Development

The band is provided with resources to hire one economic development officer. There are presently only approximately 47 people employed in the community out of an estimated total population of 1,338. Approximately, 20 - 25 of the persons employed are non native. During the summer months an additional ten people are employed in tourism camps and approximately twenty persons are seasonally employed to build band houses. Many community members trap in the fall.

The band economic development officer suggested that the band is pursuing the development of a fish processing plant and is interested in acquiring a local airline. There are two precious metal mines twenty-five minutes (by air) from the community which could provide some employment. However, the community does not encourage its members to leave the community. If the band were to acquire air transportation, and if the local mines would cooperate it may be possible for men from the community to commute to and from the community to work in the mines.

The economic development officer estimates that 90-95% of the estimated 600 people in the work force are unemployed. Educational levels in the community are low. Thirty percent of the population received no formal education, 40-50% received some primary education, 10% received some secondary education. Less than 1% received some post-secondary education.

There is not enough employment and economic activity to sustain the existing population let alone new Bill C-31 registrants. No Bill C-31 registrants could be identified in the community.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	≈ 600	47 Full Time 20 Seasonal	≈ 553
Bill C-31 Registrants	0	0	0
Total	≈ 600	≈ 67	≈ 553

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members	≈ 180	≈ 360	≈ 60	≈ 1	≈ 600
Bill C-31 Registrants	0	0	0	0	0
Total	≈ 180	≈ 360	≈ 60	≈ 1	≈ 600

4.2 Education: Kindergarten, Elementary, Secondary

The band has recently undertaken responsibility for administration of the federally financed school (1988). The school teaches grades K - 10. Grade nine was commenced two years ago while grade ten was commenced this year. The band has established an education authority and has hired a director to work with the school administrators. The school currently has twenty-four teachers, eight teachers' aids and support staff.

The enrolment figures for 1989 indicate that there are 497 students. Eighty-five are in kindergarten, 327 elementary students and 85 students in grades nine and ten. The school principal suggests that the number of students attending higher education (i.e. grades 11/12 or post secondary) is less than five.

There are no Bill C-31 registrants within the community, and therefore there are no Bill C-31 students attending the school.

4.3 Education Post Secondary

The regional tribal association is responsible for providing post secondary education assistance. The tribal council has entered into a contribution agreement with INAC. The principal is not aware of any band students nor any C-31 registrants from the community taking advantage of this program.

No Bill C-31 registrants could be identified in the community.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	85	0	85	NA
Elementary * School	327	0	327	NA
Secondary * School	85	0	85	NA

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	0	NA
Number Bill C-31 Students Receiving Funding	0	Not Applicable
Total	0	NA

4.4 Social Assistance Social Development

The band employs one social assistance worker who is responsible for administering the bands welfare program. The band has entered into a contribution agreement with the provincial and federal government to deliver the program. Virtually, all non employed residents of the community receive welfare assistance on a continual year round basis (200 cases). There are no work related welfare programs.

The band has entered into a contribution agreement with the regional child and family services agency which enables the band council to hire two family service workers. The band has also entered into a contribution agreement with the National Native Alcohol and Drug Abuse Program of Health and Welfare Canada which enables the band council to hire one drug and alcohol addictions counsellor. The child and family services worker and the NNADP counsellor work out of the band office. The band council has also established a home makers program for the elderly and disabled which is financed by the province and INAC. Four employees have been hired by the band to assist the elderly and disabled.

As there are no Bill C-31 registrants in this community there has been no impact of this legislation on the child and family services, the drug and alcohol program or the home makers program.

There are no Bill C-31 registrants living on the reserve receiving welfare.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total	Season-al	Conti-nuous	Total
	200	200	0	0	0		200	200

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members					3	6
Bill C-31 Registrants	Not Applicable				0	0
Total	NA	NA	NA	NA	3	6

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members					60	60
Bill C-31 Registrants	Not Applicable				0	0
Total	NA	NA	NA	NA	60	60

4.5 Housing and Community Services

a) Housing

The band council administers the housing program which is financed out of band capital revenues. The chief and band council are responsible for determining the families that will receive new housing units. Generally speaking, housing units are allocated on the basis of need. The economic development officer suggests that the housing stock on the reserve is poor. While most of the homes now have electricity there is no running water and the homes are heated by wood stove. There are a large number families awaiting new homes (no estimates given).

There are no Bill C-31 registrants living on the reserve. The band council is not aware of any Bill C-31 registrants that are seeking to return to the reserve. As a result, there have been no increased pressures upon the band's housing program.

b) Community Infrastructure

The buildings on the reserve include a new school (with gymnasium) a nursing station, a single family home converted into a band office, a police station, a band community hall (200-300 seating capacity). There is an outdoor arena and an airport landing strip. There is a winter road into the community. The school is new but must be expanded to accommodate the growing number of children. The band office requires substantial renovation and/or replacement. The school, nursing station, teachers' apartments are the only facilities with running water. The majority of structures on the reserve have hydro.

c) Policing

The band has entered into a contribution agreement under the Indian Special Constable Program to provide policing services on the reserve. There are presently three police officers in the community.

d) Fire Protection

The band possesses a fire truck and has hired a fire marshall using its band management resources from INAC. The fire truck is not operational during the winter months.

As there are no Bill C-31 registrants on the reserve, the legislation has not impacted upon the bands infrastructure, policing, or fire protection programs.

e) Health

The community is serviced by a nursing station which is financed by and administered by the medical services division of Health and Welfare Canada. There are presently four nurses in the community who handle 700-800 patients per month. This case load has been relatively constant for the past three years. Ninety percent of the patients are acute care patients with 15% of the work load focused upon public health activities. The band council has also hired a community health representative to provide public health services within the community. Finally, the nursing station has hired two referral clerks to assist nurses/patients.

There are no Bill C-31 registrants living on the reserve. Accordingly, the legislation does not impact upon the health programs in the community.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members				9,000	9,000	9,000
Bill C-31 Registrants	Not Applicable			0	0	0
Total	NA	NA	NA	9,000	9,000	9,000

Conclusion

Owing to the isolation of this community, its commitment to traditional values and history of discouraging members from leaving the community, no Bill C-31 registrants could be identified on this reserve. Bill C-31 has had no impact upon this community.

Band Case Study #44

METHODOLOGY

The approach taken in the case study of this Band conforms to the standard methodology for the project, with the following exceptions:

- 1. there were no regular band members or Bill C-31 registrants interviewed. Recent interviews by the media resulted in publicity negative to the Band. The Chief requested that the Case Study interviews not be done and this request was honoured;**
- 2. an economic development and a claims consultant to the band was interviewed; and,**
- 2. the number of Bill C-31 registrants was obtained from DIAND. The Band does not have a Membership Clerk and DIAND has not conveyed to the Band the number of new members that they have registered.**

The information on the community was obtained from 10 interviews of whom 9 were band officials and from the Department's Community Profile Management System.

BAND PROFILE

Location

This Indian Band has two reserves with the main portion of the population resident on a reserve consisting of approx. 6,400 acres land mass. The second reserve is jointly owned with another Band. The two reserves are accessible by road only during the winter months on an ice road. The Band has a population of 275, 125 of whom live on the reserve. The two reserves can be described briefly as follows.

1. First Reserve. This reserve consists of approx. 6,400 acres of which 85% are forested and the balance are swampy. The Band Office and school are located on this reserve and most of the residents live here.

2. Second Reserve. This reserve, consisting of approx. 1,050 acres held in common with another Indian Band. It has on it a Day Care centre and inhabitants from both bands. It is 51% forested and the balance is swampy.

The first reserve came under Treaty, the latter was purchased in 1937 by both bands.

The two reserves have considerable water frontage.

This Indian Band is within a numbered treaty. It is not a member of a Tribal Council.

Band Profile (con't)

Demographics

1. The Band's on-and off-reserve population is shown in Table

Table 1
Band Population On- and Off-Reserve

<u>Year</u>	<u>Band Population</u>		<u>Total</u>	<u>%Increase</u>
	<u>On-Reserve</u>	<u>Off-Reserve</u>		
1989	150	125	275	1.5

Since passage of Bill C-31 there have been 23 registrants. There are 3 Bill C-31 families (9 persons) resident at this reserve, all of them moved to the reserve after registering.

The total population increase from 1985 to 1989 was approx. 30, given that there have been 23 registrants, the "normal" population growth was 5. The new registrants consist of 22 adults and 1 minor.

There are three teachers resident on the reserve. The on-reserve residents total 153.

The Band does not have a Membership Clerk and records are maintained by DIAND.

Band Profile (con't)***Political Process***

The Band Council consists of the Chief and 2 Councillors who are elected by on-reserve band members at elections held every two years. The Chief has served two years. The Councillors also have program responsibilities.

The Band Council meets once a month and more frequently should the need arise. There have been five general meetings in this fiscal year.

The Band has not adopted its own membership code but there has been some very preliminary thinking about it.

There are no residency by-laws but the Band has had some preliminary discussions about issuance of Certificates of Possession.

Lands, Revenues and Treaty Entitlements

Lands, revenues and treaty entitlements administration is done by DIAND.

Band Administration and Organizational Structure

Band Administration

The band administration is comprised of a Band Administrator, 7 program administrators and 3 support staff which is the same as in 1985. The on-reserve school has a total staff of 11 and the day care centre 3. The Band Manager has been in the position for 3 years. The Band Manager and the two Councillors, both of whom have program responsibilities, report to the Chief and Council.

The Band appears to be adequately staffed to administer the programs effectively. Staff are added based on workload demand, e.g. the day care centre staff will fluctuate from 3 to 4. Program managers are experienced having been in their positions for a number of years

Requests for information from Bill C-31 registrants has been handled by existing staff. To date the Band has not considered the increased workload to be sufficient to warrant additional staff.

Tribal Family Services

There are 14 bands that are united to support families and children in their communities. There is a central office and services are provided at each band. The services provided are described under the Child and Family Care section of the report.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓									DIAND
Education K & Elem	✓									DIAND
Education Secondary	✓									DIAND
Education Post-Second.			✓							DIAND
Social Development	✓									DIAND/ PROV.
Child/Family Care							Tribal Family Services			DIAND/ PROV.
Seniors Care	✓									NHW
Housing	✓									DIAND
Community Infrastruct.	✓									DIAND
Policing						✓				PROV.
Fire Protection	ND									
Health Services					BAND/ NHW					NHW
Drug & Alc. Abuse	✓									NHW
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

Program Administration and Funding

As noted in Table 2 below the Band administers virtually all of its programs. The nurse is on NH & W staff. The Band receives funding from DIAND, NH & W and the province. The arrangements between the Band and DIAND appear to be working satisfactorily.

Table 2
Program Administration and Funding

<u>Program</u>	<u>Administration</u>		<u>Funding Source</u>
	<u>Band</u>	<u>Other</u>	
Lands, Revenues, Treaty Entitlements		•DIAND	•DIAND
Economic Development	•		• "
Education	•		• "
Social Assistance	•		• "/Province
Child and Family Care		•TFS	• " / "
Senior Citizens Care	•		•NH & W
Housing	•		•DIAND
Community Infrastructure	•		• "
Policing	•		• Prou.Pol.
Health Care			
Comm. Health Rep.	•		•NH & W
Nurse		•NH & W	• "
Medical Transport	•		• "
Alcohol, Drug and Substance Abuse	•		•NH & W
Capital	•		•DIAND

Economic Development

An Economic Development Officer position was created two years ago and the present incumbent has been in the position for one year. The Band has had a consultant assisting them for 6 years.

The Band economic development situation has changed dramatically over the past 12 years. In 1978 the commercial fishery collapsed and commercial fishing continues to be prohibited. The Band planned to start a cottage lot development and this has been stalled by a land claim. The lake on which the Band is located is a water source and there was downstream concern of the potential pollution of the water supply. During the past two years significant progress has been made on resolution of the claim. With money obtained from the Indian Community Human Resource Strategies Program the Band looked at other options and a number of significant economic development projects have since been undertaken. The future economic development potential for the Band is positive.

The Band has or is planning the following activities.

- In late 1989 the Band, with money levered from NEDP, purchased a four-star tourist resort which is about 20 minutes from the reserve. The Band will continue to use existing management and staff (27 non-Indian jobs) until band members are trained and ready to take over responsibilities.

- A fishing camp which was used during the period of commercial fishery will be re-activated using management staff from the tourist resort. There is access from both the camp and the resort to both bass and pickerel sports fishing.

- The Band staked land off the reserve and optioned the land to a mining company for mineral exploration. Gold was found. Six jobs were generated last year. There is a significant long-term employment potential in development of the mine.

- Settlement of the claim will allow the Band to environmentally manage their land base. The Band is proud that "Indian people have kept the existing water as pure as anywhere in the world and there is no reason why they should not be able to continue to do so for future generations."

- Jobs are generated through Band Administration, operation of the school and the day care centre.

Economic Development (con't)

The following private enterprises are located on the reserve.

- There is an artist and two craftsmen.
- A Bill C-31 registrant from another Band, resident on this reserve, does the snow plowing of the winter road and operates the ferry. The ferry is Band-owned and can take vehicles across to the mainland. It is also used to ferry supplies.

The following table provides an approximation of the employment/unemployment profile for the on-reserve band labour force.

Table 3

<u>Age</u>	<u>Band Employment/Unemployment</u>		
	<u>Labour Force</u>	<u>Employed</u>	<u>Unemployed</u>
Regular			
Band Members	70	21	49
Bill C-31	<u>1</u>	<u>1</u>	<u>-</u>
Total	71	22	49

The current unemployment rate is approximately 70%.

Accurate records of the education levels of members of the labour force were not readily available. Of the labour force approximately 72% have some primary education, 21% have some secondary education and 7% have some post-secondary education.

Bill C-31 registrants have not had any significant impact on this activity.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	≈ 70	≈ 21	≈ 49
Bill C-31 Registrants	1	1	0
Total	≈ 71	≈ 22	≈ 49

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	0	≈ 51	≈ 15	≈ 5	

Education

The Band started to administer a K5 to Grade 8 school on the reserve in September 1989. The school, built about 6 years ago, consists of 4 classrooms and a gymnasium and is meeting current space requirements.

The school is operated under the following organizational structure:

- Board of Education . This consists of Band employees and a resident appointed by the Chief and Council.

- A Director of Education reports to the Board. He has been in this position since the Band took over administration of the school. He had one year of previous experience with the school as an Educational Research Worker. He is responsible for the overall operations of education for the Band. He is supported by an Education Counsellor whose primary responsibilities include placement and maintenance of secondary school students in town.

- A School Principal/teacher reports to the Director of Education. There are 4 other teachers one of whom is a Native Language Teacher.

The total professional and support staff in the education activity numbers 11, an increase of 5 from 1984. The growth is attributable to normal population increase and Band take-over of the school. Bill C-31 registrants have not had any impact on this growth.

The following table shows school enrollments for 1984 and 1989 by level of education.

Table 4												
Student Enrollment for 1984 and 1989												
	<u>Kindergarten</u>			<u>Primary</u>			<u>Secondary</u>			<u>Post-Secondary</u>		
	<u>1984</u>	<u>1989</u>	<u>Change</u>	<u>1984</u>	<u>1989</u>	<u>Change</u>	<u>1984</u>	<u>1989</u>	<u>Change</u>	<u>1984</u>	<u>1989</u>	<u>Change</u>
Regular	6	7	1	35	43	8	12	13	1	2	2	-
Bill C-31 Students	-	-	-	-	1	1	-	-	-	-	NA	NA
Total	6	7	1	35	44	9	12	13	1	2	-	-

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	7	0	7	6
Elementary * School	43	1	44	35
Secondary * School	13	0	13	12

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	2	2
Number Bill C-31 Students Receiving Funding	0	Not Applicable
Total	2	2

Social Assistance and Social Development

The Band has been administering the Social Assistance Program for over 12 years. The Social Services Administrator (also a Band Councillor) has been in the position for 12 years and is responsible for the General Welfare Assistance Program, the Homemaker Program, Home Support and Child and Family Care. There is a total staff of 6, an increase of 3 since 1984 and this is entirely attributable to the increased Child and Family Services program.

Bill C-31 registrants come and go from the reserve. They have to be resident on the reserve for 2 months to be eligible for assistance and they have added to the workload. The financial situation is tight for the Band while waiting for re-imburement because of the uncertainty of numbers. The Band receives 100% provincial re-imburement for Bill C-31 registrants.

On average 30-35 regular band members are on continuous welfare. One Bill C-31 family is on continuous welfare and one is seasonal.

There has been no usage of social assistance funds for work creation since the Work Opportunity Program 5 years ago. The Social Assistance Transfer Program is viewed as making people think they are working for welfare, it is demoralizing and there a lot of jokes about it. There has been usage of summer student programs.

Child and Family Care

There are 14 bands that have formed a Tribal Family Service. A representative from each of the bands forms a Board of Directors which provides overall policy direction. This organization has a central office and locates staff at each of the 14 reserves. It's purpose is to oversee the well-being of children of the community, to assist families and when needed to place children from troubled families (primarily alcoholism) elsewhere. There are 10 children (3 from this Band and 7 from another one) currently placed with families on the reserve.

It is understood by Children's Aid Societies that any children apprehended must be referred to this organization and the band involved. Children's Aid Societies require Band permission to come on the reserve.

The service group for this Band is headed by a Senior Family Worker who has been in the position for two years and there are four other workers. The band has been administering child and family care services since 1983.

Table 5 shows the approximate client workload for 1984 and 1989.

<u>No. of Clients</u>	Table 5 Child and Family Care	
	<u>1984</u>	<u>1989</u>
Regular Band Members	8	3
Bill C-31 Registrants	-	-
Other Bands Members	2	7

The Band is getting a considerable number of inquiries about registration particularly since there is the potential for benefits once the land claim is settled.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Seasonal	Continuous	Total	Seasonal	Continuous	Total	Seasonal	Continuous	Total
0	30-35	30-35	1	1	2	1	31-36	32-37

↓ ↓
 (One Billc-31 family) (One Billc-31 family)

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
Day Care Program			25	N D

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members	8	NA	NA	NA	NA	3
Bill C-31 Registrants	Not Applicable	NA	NA	NA	NA	NA
Total	8	NA	NA	NA	NA	3

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	NA

Day Care

There is a day care facility, operated by this Band, located on the jointly owned reserve. Day care services have been available since 1972. The building has a capacity of 30 and they take children from ages 2 to pre-school. There are currently 25 children enrolled on average. There is Day Care Supervisor with 15 years of experience plus two full time staff members. They add additional staff when warranted by enrollment numbers. This Band has a part-time bus/boat driver while the other Band does not provide transportation. Services are free. The Centre, which is 80/20 provincially/federally funded is inspected annually by provincial inspectors.

Bill C-31 registrants have had no significant impact on the facility.

Care for Senior Citizens

Senior citizens are cared for primarily by their families. There is one Homemaker providing a service to a senior citizen on an as-needed basis.

Housing and "Municipal-type" Services

Housing

The housing program administration is done by a Capital Coordinator (who is also a Band Councillor). There used to be a Housing Committee but it is no longer viewed as a requirement by the Chief and Council. The allocation of houses is based on need. Long term residents have a priority over Bill C-31 registrants wishing to return.

The Band has been administering the housing program for about 10 years. There were two houses built in 1988, one of which was for a Bill C-31 registrant. One Bill C-31 house is being built this year. Four houses a year are requested and it would take 2-3 years for a needy person to get a house from the time of request. There have been about 10 inquiries from Bill C-31 registrants for houses. The housing grant is \$29,600. The Band does not use Social Assistance Transfers so the grant equals the total value of the house.

There are no certificates of possession and no deeds to the land are issued. The house and property stay with the family.

The Band built 12 CMHC homes a number of years ago but has not used the program since. The CMHC houses carry mortgages and these are being repaid.

There are about 50 houses on the reserve and none of the houses built with grant money are considered to be satisfactory. The Band states that is not possible to build a house for \$29,600. and families request improvements virtually from the day they move in. About 25% of the houses are on poor foundations and require to be replaced. All the houses are single dwellings.

Fire Protection

There is no fire protection on the reserve.

Community Infrastructure

The following summarizes the communities facilities.

- Water. The school, band office and about 12 homes are on a water system. The rest of the homes get their water by hand from the lake.

- Heating. Twelve homes are electrically heated and the balance use wood.

- Electricity. All homes have electricity.

- Sanitation and Garbage Collection. Twelve homes have septic tanks and the balance use outdoor facilities. The Band has a garbage truck for garbage collection.

- Roads and Transportation Systems. There are about 60 kilometres of gravel roads on the reserve. Funding is not provided for the winter road. The Band has a ferry for which it receives an operating grant. It costs \$7.00 to take a car across to the mainland.

- Community Buildings. The Band owns a school, 3 teacherages, a band administration building, a Family Services Centre and a garage.

Bill C-31 registrants increase the workload and use of facilities.

Policing

The Band has a constable in training. Services are currently provided by the nearest provincial police. Most incidents are alcohol related. Bill C-31 registrants have had no impact on policing services.

Health

Health Care Services

The Band uses the Medical Services Building of the adjacent reserve when necessary for vaccinations, etc. On-reserve there is a Community Health Representative (CHR), a NNADAP worker and a nurse who comes in once a week. The CHR, who has been in her position for 8 years, has the primary responsibility of promoting health on the reserve. The nurses work includes services such as vaccinations, pre-natal and post-natal care, home visits, etc.

Home Support is provided for 6 chronic diabetics and 6 with arthritis. This is an increase from 8 patients served on a regular basis in 1984.

Bill C-31 registrants have not had any impact on this service.

Alcohol, Drug and Substance Abuse Program

The National Native Alcohol and Drug Co-ordinator has been in his position for 3 months. Prior to that he was an education counsellor on-reserve for a number of years. He does prevention sessions and helps families with alcohol related problems. There has been a "great improvement" in alcohol abuse over time but some 5 or 6 serious family cases remain. Substance abuse has virtually disappeared. Some drugs are getting on the reserve.

Bill C-31 registrants have had no impact on the program.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

Conclusions

The Band membership is 275 of whom 125 are on the reserve. There are 23 Bill C-31 registrants, 3 families returned to the reserve after registration.

The Band has a high unemployment rate but has a number of initiatives which will generate large numbers of employment opportunities in the very near future. These initiatives include a tourist resort, a fish camp, mining and environmental management. This economic development activity is having a significant impact on the Band's workload.

The Band does not consider it possible to build a satisfactory house with a \$29,600. grant from DIAND. Some 25% of the homes need major improvements/replacement and Bill C-31 registrants are adding to the demand.

There is some movement of Bill C-31 registrants on and off the reserve and this is generating increased workload on general welfare assistance administration. Re-imbursement is slow and at times the Band has barely met all of its commitments.

Bill C-31 registrant impacts on other program services have been relatively minor.

Band Case Study #45

Band #45

METHODOLOGY

This study conforms to the given methodology, except that several data collection forms were not completed, as follows:

- Administrative profile
- Education profile
- Employment profile
- Child and Family Care Services Profile.

The forms had been misplaced by the Band Manager and it was agreed that, because she was very busy, new forms would be sent to her only if absolutely necessary. It was deemed unnecessary to submit the forms since the information (e.g. program administration sheet) will be reviewed and corrected by the Band Manager when the draft report is submitted to the band.

Fifteen interviews with twelve different people were conducted, including:

Chief	1
Band Councillor	1 (2 interviews)
Band Manager	1 (2 interviews)
Other band officials	4 (5 interviews)
Regular members	2
Bill C-31 members	2
RCMP officer	<u>1</u>
	12 (15 interviews)

The councillor dealt with three topics, the Band Manager with three, the Social Worker with two and the maintenance man with two.

There are no programs for seniors - see page 11.

1. BAND PROFILE

LOCATION

The band has one reserve adjacent to a major river in a rural area. The reserve is served by a paved highway and is about twelve kilometres from two small communities with a combined population of approximately 1,450.

The total land area of the reserve according to DIA statistics is between 1,000 and 1,500 acres. Approximately 5% of the land is used for housing and band facilities, 20% is in agricultural use and 75% is being reforested. Much of the land was logged 60 years ago.

According to a 1988 report prepared for the band by The Tribal Council, the land base ".... is sufficiently large to meet the future housing needs of both "regular" and reinstated band members." There are currently 13 serviced lots in place, and more are planned.

DEMOGRAPHICS

As of January 31, 1990, the on-reserve population was as follows:

Status (band members)	142	73%
Status (non-band members)	41	21%
Non-Status	5	3%
Other	6	3%
	<u>194</u>	<u>100%</u>

Approximately ^{150 ~}50% of the total band membership ^{at 292}live off the reserve.

About 43 band members are Bill C-31 registrants. Three of these currently live on the reserve, as do three other Bill C-31 registrants who are members of another band. None of these people lived on the reserve before they registered.

A 1988 impact assessment prepared by the Tribal Council estimated that the Band's membership would increase by 100 from 1985 to 1994. Of the 100 new members, 68 would be Bill C-31 reinstates or offspring. The on-reserve population was projected to increase by 63 members from 1988 to 1994. Forty-two of these new residents would be registered Indians in C-31 households.

POLITICAL PROCESS

The band is not a member of a treaty. It is a member of a Tribal Council along with eight other bands. One of the other bands became a member only recently. The Tribal Council plays a key coordinating role, particularly with respect to land claims, and provides some funds for capital works. Each band is otherwise responsible for administering its own affairs.

Band affairs are conducted by an elected Chief and two elected Band Councillors. Elections are held every two years and all adult band members have a vote. The present Chief has been in office for varying terms since 1977. His current term has lasted for four years to date.

The Band Council normally meets twice a month. Meetings may also be held to deal with emergencies. Band members may not attend Council meetings.

The Tribal Council emphasizes the hereditary system and the Band Council makes a conscious effort to involve the band's elders in the decision-making process. The group of elders includes three main hereditary chiefs, one for each of three traditional clans on the reserve.

The Band Council would like to hold a general assembly once a month but considerably fewer actually take place. At the time of the interviews, the last general meeting had been held three months previously. "The meetings are hard on a lot of the people. The Council tries to educate them, but they are used to living the old way".

MEMBERSHIP

The band applied for control of its own membership in 1987. The proposed membership code was disallowed because it did not protect acquired rights. In drafting the code, the band was advised by a lawyer who was not a band member. The band has asked him to revise the code so that it would be acceptable but the revision has not yet been completed.

It would appear that the band's membership code will probably permit all Bill C-31 registrants to become band members. Furthermore, because the members of the Tribal Council traditionally emphasize the matrilineal relationship in defining a person's ancestry, it would also appear that a person who is not eligible for status in accordance with Section 6(2) of the Indian Act can be eligible for band membership if that person satisfies a "one-quarter Indian blood" criterion. Keeping the clan family intact is a key objective and the elders play an important role in reviewing applications for membership.

The band has no residency by-law. There has been some discussion of a by-law. A number of people favor a model based on a provincial manual for municipalities. At the same time the Tribal Council is researching traditional laws and attempting to codify them.

Generally, the band seeks to encourage people to move to the reserve. An exception would be a person who, for example, is having problems with the police and is considered by the elders to be undesirable. Such a person may or may not be a C-31 reinstatee.

The band has had a liquor by-law for over 25 years. The reserve is supposed to be a "dry reserve", i.e. the band members have decided not to permit alcohol on the reserve. It has been found impossible to strictly enforce this rule.

LANDS AND REVENUES

The band has administered its own lands since the village was established over 80 years ago. The Band Manager and Chief are responsible for administration. Land allocation decisions must be approved in a general assembly.

The original settlement was situated along the river, where the inhabitants farmed long, narrow lots arranged at right angles to the riverbank. A subdivision has since been established off the main village road connecting the highway and the river road, and there are plans for a new subdivision adjacent to it. Because the land along the river is almost fully developed, most new residents live in the subdivision. The band charges no land-use fee or tax, although it probably will do so eventually.

The principal source of band revenue is INAC funding. Revenues are also realized from machinery rentals and, recently, a forestry project funded through Canada Employment and Immigration. At one time, the band collected fees for water supply and dog licences, but does so no longer. An attempt was also made to assess a \$2.00 membership fee, but most band members declined to pay it.

Revenues are managed by the band. It has an account in a bank off the reserve. Council members and the band manager have signing authority. Land and revenue policies do not distinguish between Bill C-31 registrants and regular members.

2. BAND ADMINISTRATION AND ORGANIZATIONAL STRUCTURE

Band affairs are conducted by the Band Council, which is elected by the members. Most program functions are supervised by one or more Council members. The Band Manager, who reports to Council, is responsible for day-to-day operations and supervises the band's clerical staff. The incumbent has been Band Manager for 18 months, before which she lived elsewhere off the reserve.

The band employs seven full-time staff, including the Band Manager, Social Worker, Economic Development Officer (E.D.O.), Community Health Representative (C.H.R.), two clerks and a maintenance man. All are native Indians.

The band's organization chart is shown in Table 1. As indicated in the chart, the supervisory relationship between the Chief-in-Council and each Program Administrator tends to be a direct one, rather than through the Band Manager. The Chief-in-Council deals directly with lands, revenues, trusts, housing and community infrastructure. The Band Manager is primarily responsible for overall administration and education programs. A Child Welfare Committee, supported by the Social Worker, responds to problems in the home. Problems of drug, alcohol and substance abuse are addressed by a group that includes the Band Manager, Social Worker, C.H.R. and two Councillors.

Both the political and administrative management of the band appear to have been quite stable over the past few years, notwithstanding the fact that both the Band Manager and Social Worker are new in their positions. The Economic Development Officer had been the Band Manager previously, and the previous Social Worker had held the position for eight years. The C.H.R. has been in her position for 14 years.

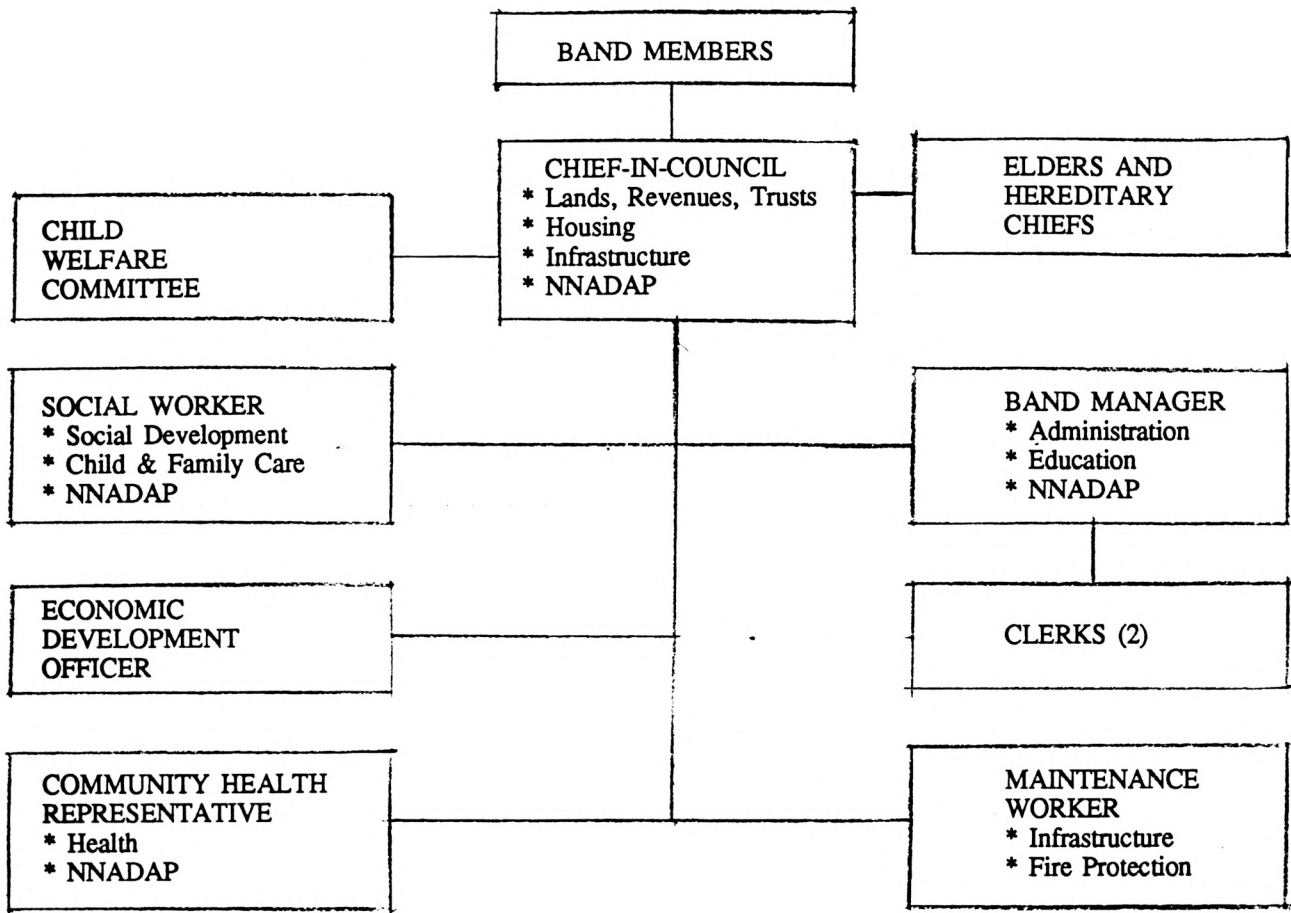
At the time Bill C-31 was enacted, the Band had only four staff members. Since then, it has hired an additional clerk, the Economic Development Officer and the Maintenance Worker. These staff increases are attributed primarily to economic activities rather than to the impact of Bill C-31 - the band has formed a forestry company and a casket company in the past year.

The band has policies covering most program areas. The policies are based on DIA policies amended as required to meet the band's needs and kept as flexible as possible to satisfy both the band and DIA.

The Bill C-31 population has introduced increased demands which the administrative staff have found to be sometimes burdensome and frustrating. These demands have been primarily in the form of enquiries by letter or telephone about housing and or education programs. Bill C-31 registrants seem on the whole to be more demanding and less patient than regular band members. At the same time, the Band has been able to deal effectively with these increased demands.

A 1988 impact assessment prepared by the Tribal Council estimated that, by 1994, under current INAC funding policies, there would be annual shortfalls in "band government" funding of \$225,892 and in Band support funding of \$34,791. Of these shortfalls, \$223,600 would be attributable to Bill C-31.

TABLE 1
ORGANIZATION CHART



3. PROGRAM ADMINISTRATION AND FUNDING (GENERAL)

The method of program administration is depicted in Table 2. Most programs are run by the band. The exceptions are elementary and secondary education (Provincial School District) and policing (RCMP).

Table 3 depicts the funding arrangements for the band. Most programs are funded by INAC under contribution agreements. Elementary and secondary educational services are funded through a federal-provincial Master Tuition Agreement. Health Services are also funded by NHW. Capital funding flows through the Tribal Council.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov/ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							BAND / DIAND		
Education K & Elem					DIAND/ PROV.					TUITION AGREE DIAND / PROV.
Education Secondary					DIAND/ PROV.					TUITION AGREE DIAND / PROV.
Education Post-Second.	✓							BAND / DIAND		
Social Development	✓							BAND / DIAND		
Child/Family Care	✓							BAND / DIAND		
Seniors Care	ND							ND		
Housing	✓							BAND / DIAND		
Community Infrastruct.	✓							BAND / DIAND		
Policing							RCMP			RCMP
Fire Protection	✓							BAND / DIAND		
Health Services					BAND/ NHW			BAND / NHW		
Drug & Alc. Abuse					BAND/ NHW			BAND / NHW		
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

4. ECONOMIC DEVELOPMENT

Economic development activities are administered by the Band and directed by an Economic Development Officer (E.D.O) who reports to the Chief-in-Council. The E.D.O. had been the Band Manager prior to assuming his current responsibilities in 1988. He is also the General Manager of a provincially incorporated forest industries company established by the band about a year ago.

The band's economic activity in recent years has been in the forest industry. Last year, the band's forest company had seven silviculture contracts with off-reserve companies. Three of the contracts were won through competitive bidding. The other four were negotiated after other contractors had failed to complete their work. The company also carried out a silviculture project on the reserve which was funded through a federal-provincial forest development agreement. Eighty-five people were employed at various times on these projects, including people from other bands. About 30% of the employees were C-31 members. The company's gross income from the projects was about \$500,000.

Other sources of band employment include maintenance, service and house construction work on the reserve, administrative work in the band office, subsistence fishing and hunting.

The E.D.O. is actively involved in preparing proposals, feasibility studies, market studies and business plans. He serves as a coordinator between entrepreneurs, consultants and other parties. At the moment, there are eight active feasibility studies and two business plans.

Projects in the planning stage include a proposed casket-making operation using traditional designs and a secondary furniture company using local hardwoods. The casket project, which is currently being reviewed by a funding source, includes 16 months of training for 10 people. The band is also seeking funding for training 24 people in silvicultural work and forest fire control. This training is considered to be essential for quality control and competitive contracting in the longer term. Other future possibilities include a market gardening/greenhouse operation which would take advantage of the reserve's excellent topsoil ("eight feet thick in some places") and would probably be run by a C-31 member after he retires.

The E.D.O. estimates that about 65% of the on-reserve labour force is unemployed, most of them in the 18-40 age bracket. Reasons cited for the high level of unemployment include:

- * lack of education;
- * a high degree of seasonal unemployment associated with forest industry work and, in some cases, a tendency to work only long enough to qualify for unemployment insurance;
- * easy access to welfare; and
- * alcoholism (nobody will hire them).

Bill C-31 registrants are considered to have had little impact to date on the band's economic development and employment programs. The impact on the employment situation on the reserve is considered to be positive, because they tend to be "good workers" and/or have jobs off the reserve. Job skills brought by C-31 registrants to the community include truck driving, building maintenance, commercial painting, gardening, greenhouse operation, store management, meat cutting and nursing. Another returnee is a promising artist. Although there are not enough jobs on the reserve for Bill C-31 registrants, it would appear that there are in the surrounding area.

A 1988 impact assessment prepared by the Tribal Council estimated that, based on a maximum INAC assistance level of \$45,000 per person, the cost of private business development assistance for C-31 returnees would be \$466,200 (1988 dollars) by 1994. This estimate was based on the business plans of three households on reserve by 1989, five households off-reserve (of whom 3.25 would actually return) and an assumption that two of the estimated six C-31 returnees currently aged 13-18 would require assistance by 1994.

The band does not separate unemployment statistics between Bill C-31 and regular members so no comparisons could be drawn. Our interviews indicated that Bill C-31 registrants, both on and off-reserve, probably have less difficulty in getting employment than regular members because they are felt to have better existing job skills.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members			
Bill C-31 Registrants			
Total	NA	NA	65%

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	NA	NA	NA	NA	NA

5. EDUCATION

All schooling is provided off-reserve in provincial institutions. The Band Manager is responsible for program administration. There had been a separate position until two years ago, when it was eliminated due to funding constraints.

A 1988 impact assessment prepared by the Tribal Council estimated that, by 1994, there would be 13 additional C-31 elementary - high school students on the reserve. The additional cost to INAC between 1988 and 1994 would be \$309,300 (1988 dollars) or an average of \$51,550 per year. There would also be 14 additional post-secondary students, living both on and off-reserve, at an estimated additional cost of \$265,100 in 1994.

ELEMENTARY AND SECONDARY

The band has 24 students attending a provincial elementary school (grades K-7) and 11 students attending a provincial secondary school (grades 8-12). Both schools are located in a small community about twelve kilometres away. The only noticeable impact to date of Bill C-31 has been some crowding on the school buses operated by the local school district. The band administers funds provided by INAC for supplies (about \$25 for students in grades 1-7 and \$50 for grades 8-12).

POST-SECONDARY

The post-secondary education assistance program (PSEAP) has been administered by the band since 1987. Most of the students attend community colleges in distant communities. The programs are usually two years long, although in practice a student may actually take three years. Only about 25% of the students actually complete their programs.

Six students are currently enrolled in post-secondary programs. Two of them are C-31 registrants residing off the reserve. The other four are regular band members who lived on the reserve before leaving for school. Three are in university transfer programs (two general, one Native Indian Teacher Education Program). The others are studying nursing, criminology and legal secretarial work.

Although there have been some increased work pressures attributable to Bill C-31, the band has been able to deal with them effectively. There is a bit more paperwork - a different form has to be filled out for C-31 registrants. About a year ago it seemed like people were calling every day, but this has since levelled off. At first, a lot of people did not seem to appreciate the fact that, if they wished to start school in September, they should apply the previous March. Now people seem to understand better that the process takes time and they have to be patient.

In addition to the usual questions about rights and benefits, a lot of people ask about coverage of babysitting costs and rental costs in high-rent areas such as large cities. These costs can be prohibitive but are not covered by PSEAP.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten			NA	NA
Elementary * School			24 <small>includes kindergarten</small>	NA
Secondary * School			11	NA

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	4	
Number Bill C-31 Students Receiving Funding	2	Not Applicable
Total	6	NA

6. SOCIAL DEVELOPMENT

The band has had a full-time social worker since at least 1982. The present incumbent, who is a member of another band, assumed the position in December 1989. The band started administering its own programs about 12 or 13 years ago.

Social development and assistance services include financial assistance, work opportunity programs and individual counselling. A total of 43 band members, including three Bill C-31 registrants, receive social assistance. Nineteen receive assistance on a seasonal basis (18 regular, one C-31) and twenty-four receive continuous assistance (22 regular, two C-31). Three band members, none of whom are C-31 registrants, are in a work opportunity program. Information on 1984 statistics was not available.

Overall, the band has so far been able to deal effectively with additional social program pressures attributable to Bill C-31. In part this is because the community is relatively small and problems eventually come to light by word of mouth. As more C-31 registrants return to the reserve, the paperwork burden might become a problem, for example where there are difficulties in establishing a person's eligibility for status and/or band membership.

A 1988 impact assessment prepared by the Tribal Council noted that the average annual income of an on-reserve registered band member was \$5,159. It is estimated that, by 1994, there would be nine C-31 clients on social assistance. The annual cost (in 1988 dollars) of basic needs for these people would be \$46,400 (9 x \$5,159).

It was also estimated that the annual additional cost attributable to Bill C-31 of homemaker and mental health counselling programs would be, respectively, \$110,600 and \$4,600 (1988 dollars). There would also be an increasingly urgent need for family counselling services that are not normally funded by INAC.

CHILD AND FAMILY CARE

The band has administered its own child and family care program for about 10 years. The program is restricted to one which provides only for responses in cases where there are problems in the home. The program is run by a Child Welfare Committee composed of band members and, at the time of the interview, was serving six children. No services are offered to families living off the reserve unless the family wants to get involved. It is felt that it would be unfair to the children to bring them on to the reserve if they have not lived there before. The band has so far been able to deal effectively with the additional child and family care pressures attributable to Bill C-31.

CARE FOR SENIORS

Other community groups include a hall committee, a community services club, a sports club and a women's home league. The band has no program for senior citizens. This was criticized by one interviewee, who observed that other reserves raise money to take senior citizens on excursions, etc. Another interviewee expressed concern that programs for children and young people were virtually non-existent.

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Seasonal	Continuous	Total	Seasonal	Continuous	Total	Seasonal	Continuous	Total
18	22	40	1	2	3	19	24	43

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

	1989			1984
Program	Regular Clients	Bill C-31 Clients	Total	Regular Clients
WOP	3	0	3	NA

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	6

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	ND	ND	ND	ND	ND	ND

7. HOUSING AND COMMUNITY SERVICES

HOUSING

The band's housing program is supervised by one of the Councillors, who has been in his position for four years, and is administered by a group that includes the Councillor, the Band Manager and the Social Worker. There are also two employees whose duties include housing maintenance, etc. At one time, when the subdivision was being built, there were 15 staff members. The band has administered its own housing program for about 20 years.

The housing program includes individual home ownership (about 40 units), social housing (7 units), rental housing for single parents (4 units) and rent-to-own housing (2 or 3 units). There are 59 dwellings on the reserve, including 55 single houses and two duplexes (the rental units).

Approximately 70% of the houses are considered to be in good condition. The remaining 30%, many of which were built in the 1950's, are considered to be in need of replacement but, because of a housing shortage, will probably wind up being upgraded. Six of the 59 dwellings are abandoned or condemned. According to several interviewees, the social housing tends to deteriorate more quickly than others.

Separate waiting lists for housing are kept for regular and Bill C-31 members. There are currently 31 applicants on the two waiting lists, including 15 regular members on the reserve, 5 regular members off the reserve (mostly single men), one C-31 member on the reserve, and ten C-31 members off the reserve. Since before 1984, regular band members have had to wait up to eight years for housing. In contrast, C-31 members tend to get their houses right away.

The waiting list priority is determined by the Band Council in consultation with the Band Manager, Social Worker and C.H.R. There has been an emphasis on a need criterion which has resulted in the provision of more social housing in recent years and a relative difficulty for a single man to get a house. Otherwise, the main criteria are date of application (first come - first served) and the ability of the applicant to cover unfunded costs. Funding sources include DIA, CMHC, and personal equity.

Last year, the band built four social housing units and three for Bill C-31 registrants (thirteen had been planned but funds for ten houses were reallocated to other bands). Current plans are for three social, five regular and five C-31 housing units to be completed by September, 1990. Ten C-31 units had been planned, but lots were ready for only five C-31 units.

A shortage of serviced lots has been one of the main problems in responding to the pressures of Bill C-31, and it is hoped that the new subdivision will ease the situation, provided that the needed capital funds are made available. The band is currently putting more serviced land in place and has provided 13 additional lots to date.

A 1988 impact assessment prepared by the Tribal Council estimated that the band will need 37 new housing units by 1994, including 9 for C-31 registrants, 12 for regular members on-reserve, and 12 for regular members now living off-reserve. The projected cost of this housing in 1988 dollars is \$1,790,800, of which \$435,600 is attributable to Bill C-31.

A number of interviewees noted that some of the regular band members resent the fact that Bill C-31 members get their housing more quickly and feel the system is unfair. It was emphasized that this animosity does not usually extend to the Bill C-31 members themselves who are considered to be welcome additional assets to the reserve.

One of the biggest problems has been covering the unfunded portion of construction costs. Funds provided by DIA have not changed in over 10 years, while the cost of materials has continuously increased. The \$31,000 per unit typically provided by DIA covers only half or less of the cost of a decent, complete house. The situation is aggravated by the inability of a reserve resident to get funds from a bank. In at least one case, the band provided the financing needed by a C-31 member to install carpets, cupboards, etc. The shortfall is sometimes overcome in part through sweat equity, but it is not always possible for the homeowner to make this kind of contribution, e.g. an elderly person.

COMMUNITY INFRASTRUCTURE

Existing facilities on the reserve include the band office and council chamber, an old community hall, a health station, a drop-in centre, a church and a fire hall. Other non-residential land uses include a ballfield, an outdoor ice rink, a cemetery, three small businesses and a pizza take-out.

The reserve is serviced by a domestic water system fed by gravity from two creek-fed reservoirs. The system was recently upgraded and is in good condition. It is proposed to add another reservoir to increase fire protection capacity.

Electrical power is provided by the provincial hydro system. All developed areas have street lighting.

Most buildings are heated by wood and/or electricity. A few buildings are heated by oil. There is no gas heating.

Sewage is handled by individual septic tanks. Eventually, a piped sewer system will have to be built.

Garbage is collected by band staff and volunteers once a week. It is dumped at a landfill belonging to a nearby band.

The road system includes a main road from the highway to the river, another road parallel to the river and roads within the subdivision. All are gravel roads and are not in good shape (a lot of potholes and washboard). Maintenance and snow clearing are contracted out. The funds allocated to snow clearance appear to be insufficient.

The band facilities and infrastructure, including social housing, are maintained by a staff maintenance man who has been in his position for four years. Prior to that time, maintenance was handled by volunteers and contractors. Capital works and other major jobs are contracted out.

The band has had no difficulties in dealing with additional pressures placed on the infrastructure by Bill C-31. The proposed expansion of the water supply reservoir is partly attributable to increased demand associated with Bill C-31. There has been some increase in demand for garbage collection services. The band would like to hire an additional part-time maintenance man, but has not yet done so, presumably because of funding limitations.

A 1988 impact assessment prepared by the Tribal Council noted that the band needs a modern, multi-purpose community centre which would require INAC capital funding of \$200,000. Bill C-31 would account for 18.3% of this cost, or \$36,600.

POLICING

Police services are provided by the local area detachment of the RCMP. Each member of the detachment is responsible for one reserve, maintaining contact with the Band Manager and the Council.

The detachment has eight regular and two native special constables. The duties of the native constables are primarily preventive - maintaining liaisons, setting up block parent programs, assisting with drug and alcohol counselling, etc. They have limited enforcement responsibilities.

According to the RCMP, the area served by the detachment currently has one of the highest crime rates in the province. The RCMP staff has increased by two since 1984 in response to a relatively substantial increase in the crime rate, but this is not considered to be attributable to Bill C-31. Many of the incidents involve acts of violence associated with alcoholism. The detachment's basic function is to respond to complaints, since manpower restrictions and the large area served limit the detachment's ability to perform other functions.

Records on incidents are not readily available. Distinctions are not made by race or status but, since Indians constitute about 85% of the population in the detachment's service area, they are considered to be associated

with a similar proportion of the increase in crimes in the area. On the reserve, however, the crime rate is considered to be relatively low and the relationship with the band is considered to be a positive one. It is not expected that there will be a significant change in policing requirements attributable to Bill C-31.

FIRE PROTECTION

The band has provided its own fire protection for about 15 years. The band has a fire hall, a fire truck, uniforms and equipment for twelve firefighters. There are about 18 fire hydrants on the reserve. Fire extinguishers have been placed in all houses and other buildings. Insulated metal chimneys were replaced by masonry chimneys about 3 years ago.

The band's maintenance man serves as a de facto fire chief, attending workshops on fire protection, etc. There are currently five volunteer firefighters, substantially fewer than the large number that initially volunteered when the band first got its truck in the 1970's.

There have been no major fires on the reserve in the past five years. There were three or four chimney fires a few years ago, but none in recent years. Volunteer band members now regularly clean chimneys. A little more work in chimney-cleaning, plus extension of the hydrant system, would appear to be the only impacts on fire protection that are partly attributable to Bill C-31. The band can deal effectively with this impact.

8. HEALTH

Health services are administered at the reserve health station by a Community Health Representative (CHR) responsible to the Chief-in-Council. The CHR's job description was prepared by NHW and reviewed by the Band Council. The band started administering health services over 15 years ago. The CHR has been in her position for 14 years.

A registered nurse visits the reserve once a week. Occasionally, a Band Councillor will handle a specific task. Otherwise, the CHR is the only staff member involved in delivering health services.

The health station provides a full range of services which, in a given year, usually covers almost all band members both on and off-reserve, plus non-status residents of the reserve, i.e. about 300-350 people. The services include all non-insured services, education, prevention, a prenatal clinic, a baby clinic, environmental health (e.g. if a septic tank overflows), health counselling (mental, social, physical), group sessions, language interpretation for elders (e.g. at hospitals off-reserve), assistance with paperwork and liaison with other agencies (RCMP, NHW, local schools, etc.)

Generally, the band has so far been able to deal effectively with additional pressures from Bill C-31 on health services. A main concern, which is partly attributable to Bill C-31, is a substantial increase in paperwork. The CHR attributes much of this increase to the bureaucratic demands of NHW, for example with travel authorizations and taxi vouchers. The situation is aggravated by the fact that she has no training in bookkeeping. She has asked for clerical assistance and is hopeful that the band office will provide her with the necessary support. It has also been suggested that the reserve health station be enlarged to accommodate x-ray and dental clinics and that there be a "floating" CHR to fill in as required for the other 8 CHR's in the area.

To date, the impact of Bill C-31 on the band's health service programs has not been significant. A number of the Bill C-31 returnees are covered by dental care and eyeglass insurance programs through their jobs off the reserve. On the other hand, some Bill C-31 returnees come into the health station and are somewhat aggressive in demanding services as a right. The band generally has fewer problems than other bands because of its relatively small size and relatively fewer C-31 returnees.

A 1988 impact assessment prepared by the Tribal Council estimated that the cost in 1988 dollars of health service improvements would be \$161,000, including \$96,000 for a larger health station, \$17,500 per year for a clerk-receptionist, \$22,200 per year for a youth alcohol worker, and \$25,300 per year for CHR support. Bill C-31 is estimated to account for 18.3% of this cost, or \$29,500 in the year the new health station is built and \$12,000 in other years. Another \$24,000 in annual health care costs would also be attributable to Bill C-31.

DRUG, ALCOHOL AND SUBSTANCE ABUSE PROGRAM (NNADAP)

The band has no staff member specifically assigned to NNADAP. The Band Manager, Social Worker, CHR, and Councillors all deal with this program under the direction of the Chief-in-Council. The current emphasis is on one-to-one counselling. Services also include group and family counselling, assistance with access to programs, and referrals to hospitals, etc. No distinctions are made between Bill C-31 and other band members.

A main focus of current concern is sexual abuse, which is often related to alcoholism. The band's ability to deal with this is constrained by the fact that band staff cannot apprehend abusers and, when assistance is sought from outside social agencies or the RCMP, they "get the run-around". In the words of the CHR, "nobody seems to know what they're doing" when it comes to dealing with the problem. At one point the band brought in a specialist to run workshops, but NHW ceased funding after he said that the problems are related to the "control system" - i.e. DIA and NHW constraints on Indian life.

The band has had a liquor by-law for over 25 years. The reserve is supposed to be a "dry reserve", i.e. the band members have decided not to permit alcohol on the reserve. It has been found impossible to strictly enforce this rule.

The band has administered its own NNADAP program for over 12 years. In 1984, the band worked through a program run by the Tribal Council under a contract with NHW. Now the band is separately funded.

The band has so far been able to deal effectively with additional pressures due to Bill C-31. The Social Worker expressed concern that a returnee who was not really known by the band members could turn out to be a bootlegger or a drug pusher. There could also be a shortfall in program follow-up, for example where a non-status child of a C-31 alcoholic parent would be ineligible for services funded by DIA. It is expected, however, that the impact should not be that hard to absorb.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	≈ 300-350

9. OTHER IMPACTS

In addition to the people interviewed on specific topics, regular members and Bill C-31 registrants were selected at random and interviewed, all of them in person. We have set out certain comments of interest below because they provide a flavour to the findings not otherwise apparent. These comments do not necessarily represent a consensus, however, as each comment was made by only one person.

COMMENTS FROM REGULAR MEMBERS (including "topical" interviews):

Housing, Development and Funding

- * "Before Bill C-31, the Band was very badly underfunded. Bill C-31 helped advance improvements to the reserve - it opened the door".
- * "We were the only district that went for housing right away. Now the other Tribal Councils are getting on the bandwagon."
- * "There are not enough resources of time, money and people. Resource people like engineers and planners are spread too thin. The process of putting subdivision plans together moves too slowly. Funding comes late in the year rather than in the Spring. Class A estimates are submitted and DIA doesn't have the funds. The district as a whole is underfunded."
- * "People have to be educated. For example, they think that, if they get the housing subsidy, then they've got the whole house. They don't understand that they have to put up some of their own money. And they find it hard to understand the lack of funding and the process that the band must go through in fighting for its proposals."
- * "The band should get qualified people to build the houses. Right now, only certain band members help build the houses and the way the jobs are given out is unfair."
- * "Is it true that C-31 funding is being phased out?"

Membership

- * "There are two boys on the reserve whose mother and mother's mother were C-31. They are not entitled to status but they requested membership in the band. The band hasn't made a decision yet."
- * "The immigration laws seem to have an effect. For example, a C-31 woman with three children moved back here from the States. The children's status hasn't been decided - the Band Council has to accept them. In the meantime, the children who are over 18 years old aren't eligible to get any services or benefits."
- * "We have to get away from the idea that we'll help people only if the money is there. The band should take more responsibility and define who is a member of the band irrespective of their status. We have to go outside the boundaries and take some risks."

Acceptance and Assimilation

- * "Bill C-31 people haven't been treated fairly by the government. They were forced to sign away their rights. We would like to get them back. We try to look after them."
- * "I live on the reserve now with a white man. We're not married, so I never lost my status. The Band Manager suggested that we should get married so we could get a house under Bill C-31."

- * "We make no distinction between Bill C-31 and regular band members, unlike Alberta, where there's a wall between them."
- * "Sometimes a person is made to feel like an intruder by people who have lived on the reserve all their lives."
- * "It is important that people feel like they belong, are recognized by their Indian name"
- * "The biggest impact of Bill C-31 is jealousy. Not so much on our reserve, but other bands. Some C-31 people have their own money, get \$31,000, and build a mansion on the reserve."
- * "When people come back to the reserve, they are happy to belong to the band. They never had that before."
- * "All of the Bill C-31 returnees are related to one of the regular band members. This raises some perception of favouritism."
- * "A lot of people want to come back. Some do. You have to be an Indian to understand them. They have a sense of roots here, unlike the whites who come, take what they want, and then are gone again."
- * "People coming back to the reserve find it hard. They are used to the free life off the reserve and have to get used to being controlled by the Indian Act."
- * "About 40% of the Bill C-31 people speak our native language. The others understand it but don't use it. About 75% of the C-31 children want to learn more about their cultural roots and experience them. For example, a house feast when a person dies and we deal with what to do about his inheritance. You have to be an Indian to understand it."
- * "Bill C-31 people seem to be more aggressive, more aware of their rights. They have more initiative."
- * "Some Bill C-31 people have no patience. Regular band members are more patient, more laid-back."
- * "Bill C-31 people have had a positive impact. A lot of them are quite well educated, are holding down permanent jobs and make a positive input into projects."
- * "Some C-31 people have a lot to offer. They have lived off the reserve and struggled for a living. They have a different outlook on life. They bring different trades, and ideas, and contacts with people off the reserve. They have a positive effect. They will make the community stronger."
- * "Band members have to work together on the reserve. Not all C-31 people are supportive of the band's efforts. But some regular band members don't participate either."
- * "No Bill C-31 people have become actively involved in band politics yet. They say that it's brutal, but I don't think it's any different from city councils. Native politics is new to them and some of them have trouble adapting."

Other Comments From Regular Band Members

- * "It's still too early to tell what impact Bill C-31 is having. But the government and the

bands didn't do enough legwork. People weren't given enough advance notice."

- * "Indian Affairs is smart. They keep the Band Council busy with housing and infrastructure and so on, so that they don't have time to deal with our biggest resource, the people."
- * "I would like to see more services to the young people. I feel that they get a raw deal. They get blamed for living the way that they have been set up to live."
- * "Our culture was brought up to respect people and accept others. I try to encourage people to assert themselves, to ask questions, to make sure people benefit from the decisions that are made. This is important in dealing with Indian Affairs. For example, Indian Affairs wanted to install a pump. The band said it would be washed away. They ignored the band's advice and the pump got flooded."
- * "The bands are aiming to become more self-sufficient. Now we are bound by the Indian Act. With self government it will be different. The bands will have more say in things. Right now you have to go through a lot of red tape."

COMMENTS FROM BILL C-31 REGISTRANTS

- * "I was raised on the reserve as a child, but when I returned I felt closed in at first - I was used to living in town. But I feel comfortable now."
- * "I can't borrow money from the bank to finance house improvements. It would be ideal if the reserves would set up a fund that people could borrow from, like a credit union."
- * "I shouldn't have been marked off the register in the first place. It didn't change what I am. I'm an Indian and I always was an Indian."
- * "Everyone was curious when I moved back to the reserve. They were very welcoming. A few people were a little jealous because my house was completely finished."
- * "The housing here is good but the band isn't allotted enough money. It isn't fair when you look at what other bands get. And I've heard quite a few complaints about the housing at (another band's reserve)."
- * "Sometimes it's hard to get people motivated. As a friend on the reserve told me, when you get to the reserve, you'll just have to learn how to wait."
- * "My wife finds it very quiet here. More people from town come to visit than from the reserve."
- * "I can put up my own fish now without sneaking around."
- * "Families were split before. I think that Bill C-31 has reunited a lot of families."
- * "You have to re-educate yourself and learn their ways. Things on the reserve are done a lot differently."
- * "There is a lack of information about Bill C-31 - no explanatory brochures or pamphlets. And what you get doesn't tell you who to contact and so on."
- * "The local DIA office told me that my kids had to apply to get C-31 status. One of the band's office staff told me they didn't have to apply. The provincial office told me they did have to apply."

*

"I'm well covered by medical insurance at work, so I have never looked into what services I'm entitled to as a status Indian. It seems like we're covered by medical left and right."

10. CONCLUSIONS

The overall impact of Bill C-31 on the band to date can be described as moderate, primarily because, although the band is relatively small, the number of returnees to the reserve is not yet large enough to make a really noticeable difference. While there has been some additional strain on the band's administrative staff, it would appear that, on balance, the band members generally regard the impact of Bill C-31 as being positive. The programs associated with Bill C-31 brought much-needed additional resources to the reserve, the reserve's infrastructure and housing stock has been and is expected to continue to be improved, the returnees have so far been perceived to be welcome assets to the community, and there is a general sense that an unfair, unjust system has been largely dismantled.

The most apparent criticism is that the system of funding reserve housing effectively gives priority to C-31 returnees in a manner that is perceived to be unfair to regular band members who have waited a long time to get a house. A second criticism is that, while the objectives of Bill C-31 are laudable, the resources needed to attain these objectives have so far been inadequate. The insufficiency of funding is a persistent theme.

The band is a member of a Tribal Council which is actively pursuing the goal of self-government. Bill C-31 is perceived to have been a positive step in the process of reaching this goal.

A 1988 impact assessment prepared by the Tribal Council projected that, by 1994, the additional program cost of Bill C-31 for the band would be \$2,247,100, including:

Band government/band support	\$521,700
Economic development	312,100
Education	574,400
Social development/assistance	139,200
Community social services	52,000
Housing	435,600
Community facilities	36,600
Health	175,500

These cost projections are based on the projected reinstatement of 69 people under Bill C-31 and 42 new registered Indians living in C-31 households on the Reserve.

On the whole, it appears that, with the initiatives being taken by the band leadership in political, economic and social development, and with the evident ability of the people in these positions of leadership, there are grounds for considerable optimism about the band's ability to respond increasingly effectively to the impacts and pressures associated with Bill C-31. This assessment is based partly on the assumption that, given the currently precarious nature of the economic situation in the area, the band will get the support it needs to bridge the gap between the present reality and the future possibilities.

Band Case Study #46

1.0 Methodology

This study conforms to the methodology provided by Indian and Northern Affairs Canada. During the course of the impact studies interviews were taken with nine individuals associated with the band. This included interviews with the chief, two band councillors, the band administrator, the band economic development officer, the family services officer, the principal of the band school, the nurse, and the INAC regional membership clerk.

As there were no Bill C-31 registrants in the community no interviews were conducted with Bill C-31 registrants. In addition, no specific interviews were undertaken with regular band members, however, several individuals with the band office (approximately 12) were consulted. Specifically they were asked whether they were aware of any C-31 registrants within the community or were aware of any C-31 registrants who were living off the reserve but who would like to move to the reserve. With the exception of one person identified in a southern town, none of the people were aware of any C-31 registrants/applicants within or outside the community

The INAC regional membership clerk identified several Bill C-31 registrants claiming to be from the band. No registrants returned to this particular reserve. However, it was suggested that several of these individuals had returned to a nearby reserve.

2.0 Band Profile

2.1 Location

The band is located in an isolated and remote area in a northern part of a province. The band is only accessible by air.

The band is not aware of the actual size of the reserve. The size of the reserve delineated in the community profile currently held by INAC is approx. 4,000-4,500 acres. The reserve was formerly established in 1984/1985. The reserve borders the shore of a large lake and is primarily woodland. There is currently enough land to expand the number of housing units.

2.2 Demographics

As of October 1989, the total band population was 650 with approximately 539 band members resident on reserve. In addition, there are approximately 28 non band members residing on the reserve. There are no non-status Indians or Bill C-31 registrants residing on the reserve.

2.3 Political Process

The band is covered by a Treaty, but is not affiliated with any Tribal Council. However, it receives funding for education from a regional Tribal Council. The Chief and Council are selected by customary practices. The Chief is replaced when he or she loses the confidence of the community, and during the last five months the band has replaced the Chief several times. There are presently six Band Councillors. The band does not possess a large meeting hall, however, the Councillors meet in the band office approximately every two weeks with somewhat larger community meeting held monthly to discuss community issues. Band members are not expressly excluded from meetings however, the limited amount of meeting space available effectively limits community participation.

The band does not control its own membership. Band membership is controlled by the regional membership clerk of INAC. The band has not adopted membership code rules. Accordingly, no rules have been disallowed. The band has not enacted a residency bylaw nor has the band discussed the possibility of adopting a residency bylaw in the future. Accordingly, no bylaw of this nature has been put forward nor disallowed. The band has adopted a liquor bylaw but was not willing to produce the bylaw when requested.

2.4 Land Revenues and Treaty Entitlements

The band is covered by a Treaty and under it each band member receives a \$5.00 annual Treaty payment. Land is allocated to each individual that is granted a housing unit, otherwise all lands are held in common for the greater benefit of the band. The band receives capital and band support revenues from INAC.

3.0 Band Administration and Organizational Structure

The band's affairs are administered by the Chief and Council. The Chief is responsible for overseeing the work of the Band Administrator and in conjunction with other specifically assigned Councillors the work of other band staff. The Councillors are notionally assigned responsibility to oversee the work of other staff for example, individual Councillors are assigned responsibility for the following program areas: education, health, social services, recreation/radio station. The band employs five employees, including a Band administrator (4 years), an Economic Development Officer (2 years), a Family Services Worker (5 years), and two part-time Drug and Alcohol Abuse Counsellors. There does not appear to be frequent staff turnovers of band employees.

Bill C-31 registrants have not impacted upon band administration. This stems from the fact that the reserve has not experienced the return of any C-31 registrants

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov/ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							BAND / DIAND		
Education K & Elem	✓									DIAND
Education Secondary					DIAND / TRIBAL COUNCIL					DIAND / TRIBAL COUNCIL
Education Post-Second.		✓								TRIBAL COUNCIL DIAND
Social Development	✓							BAND / DIAND / PROO.		
Child/Family Care	✓							BAND / NHW		
Seniors Care	✓							BAND / DIAND		
Housing	✓							BAND / DIAND		
Community Infrastruct.	✓							BAND / DIAND		
Policing	ND							ND		
Fire Protection	✓							DK		
Health Services					BAND / NHW			BAND / NHW		
Drug & Alc. Abuse	✓							BAND / NHW / Regional Agency		
Other										

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

4.0 Programs/Services/Benefits

4.1 Economic Development

The band was provided with resources to hire one economic development officer in 1988. Prior to that time INAC allocated resources to the band to contract economic development consultants. The current economic development program consists of liaison with official from the Provincial Ministry of Natural Resources and southern tourist associations to facilitate increased tourism activity for fishing camps. The band is also attempting to facilitate trapping and attempting to develop trappers cabins for trappers.

Fifty percent of the 539 people living on the reserve are of working age yet, there are only approximately 42 jobs in the community. Approximately, 25 of these jobs are staffed by non natives and four are part-time positions. A large number of people from the community participate in seasonal employment including trapping (number unknown), and tourism camps (10 persons). All present employment opportunities are service jobs such as school teachers, bus drivers, teacher's aides, nursing staff, band administrators, police, store clerks, etc...

Educational attainment levels in the community are far below the Canadian average. Approximately 20% of the labour force has no formal education. Approximately 75% have some primary education and less than 5% have some secondary education. Less than 1% have any post-secondary education.

There is not enough employment and economic activity to sustain the existing population let alone new Bill C-31 registrants of which there are none. No Bill C-31 registrants could be identified within or outside the community.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	≈ 300	≈ 27	≈ 263
Bill C-31 Registrants	0	0	0
Total	≈ 300	≈ 27	≈ 263

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				Total in On-Reserve Labour Force
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	
Regular Band Members	≈ 60	≈ 225	≈ 15	≈ 3	≈ 300
Bill C-31 Registrants	0	0	0	0	0
Total	≈ 60	≈ 225	≈ 15	≈ 3	≈ 300

4.2 Education: Kindergarten, Elementary, Secondary

The band school provides educational services for children in grades K-8. There are presently 173 students attending. This includes 19 children in kindergarten and 154 in grades one through eight. In 1984-1985 there were 141 children enrolled including 21 in kindergarten. The increased enrollment is due to natural population growth in the community and is not attributed to Bill C-31.

The band and the school principal are not aware of the number of students that go on to enrol in secondary school. The students wishing to proceed past grade eight receive financial assistance from the regional tribal council to cover the costs associated with attending the provincially run schools in the south. It is estimated that only four or five students annually take advantage of this program.

The band has established an education committee that ostensibly oversees the administration of the school. However, the resources and actual program administration of the school is undertaken by INAC.

There are no Bill C-31 registrants within the community, and therefore there are no Bill C-31 students attending school.

4.3 Education Post Secondary

The post-secondary education assistance program is administered by the regional tribal council. The band council and the principal of the school are not aware of any Indian students Bill C-31 or otherwise that are taking advantage of this program.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	19	0	19	21
Elementary * School	154	0	154	141
Secondary * School	DK	DK	DK	DK

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding		
Number Bill C-31 Students Receiving Funding		Not Applicable
Total	DK	DK

4.4 Social Assistance and Social Development

Virtually all of the 592 band members of the band save and except for the approximately 17 members that are employed receive welfare. The welfare payments are provided by the chief from resources received from INAC and the provincial government. These payments are made on a continuous year round basis. There have been no new Bill C-31 registrants in the community and as a consequence there have been no increased pressures on this program.

The band council has entered into a contribution agreement with the regional child and family services agency and the National Native Drug and Alcohol Program to hire a family services worker and two part-time drug and alcohol abuse counsellors.

The family services worker is responsible for administering the house keeper program for the elderly. The child and family services program is designed by the regional child and family services agency.

There are no new Bill C-31 registrants in the community, and as a result there have been no increased pressures on either program.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Seasonal	Continuous	Total	Seasonal	Continuous	Total	Seasonal	Continuous	Total
0	512	512			0			512

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members				20	20	9
Bill C-31 Registrants	Not Applicable			0	0	0
Total	DK	DK	DK	20	20	9

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members				30	30	30
Bill C-31 Registrants	Not Applicable			0	0	0
Total	DK	DK	DK	30	30	30

4.5 Housing and Community Services

a) Housing

Housing quality on the reserve is far below the quality found in non native communities. The Band Officer in charge estimates that only 80 homes are good quality homes while 120 homes require renovation or replacement. Some of the good quality homes have electricity but no running water, nor in house septic systems. The poorer quality homes are typically one or two room homes. The relatively larger size of the Indian families has resulted in over crowding. The majority of homes are heated by wood stove.

The band has a relatively large waiting list for new homes and for houses slated for renovation. Total number of people on the waiting list was unavailable. The average wait for a new home is four to five years. There were no C-31 registrants in the community. The band does not receive enough capital resources to meet existing demand let alone any new C-31 registrants that may return to the reserve in the future.

b) Community Infrastructure

The community possesses a school and nursing station. The school does not have a gym. The band office is a converted single family home. There is also a single room shack that operates as the airport. The school and nursing stations are relatively new structures while the band office is in a relative state of disrepair and requires renovation and/or replacement.

c) Policing

There are no police in the community. When a major problem arises the chief will generally call in police from a neighbouring community.

d) Fire Protection

The band does not have a fire hall but has purchased fire extinguishers and four hand held pumps and hoses. Fire protection is a volunteer effort. There is no fire alarm.

C-31 legislation has not impacted upon the community infrastructure nor the policing and fire protection services.

4.6 Health

The community possesses a nursing station staffed by two nurses and a Community Health Representative (CHR). The nursing station is administered by the Medical Services Branch of Health and Welfare Canada. The band entered into a contribution agreement with the Medical Services Branch of Health and Welfare Canada which enables the band to hire the (CHR). The Community Health Representative (CHR) reports to the Band Council.

There are no Bill C-31 registrants living on the reserve. Accordingly, there has been no impact upon the band's health programs.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

Conclusion

Owing to the isolation of this community, the lack of sufficient housing stock, economic development and employment opportunities no Bill C-31 registrants have returned to this reserve. There has been no impact of this legislation upon the community. Moreover, many of the community members did not possess a very high degree of familiarity with this piece of legislation.

Band Case Study #47

Methodology

- This study conforms to the given methodology, with the following exceptions:
 - one Council official interview was carried out via telephone
- Interviewees:
 - a total of 19 persons were interviewed; these included:
 - 14 Council Officials
 - 2 Regular Council Members
 - 3 Bill C-31 Registrants
- Note: This community does not use the term "Band" to describe itself; instead, it uses the term "Council". The term "Chief and Council" has been changed to "Board of Directors".

COUNCIL PROFILE

Location

- This Council has two rural reserves; both are situated beside lakes. The main reserve is accessible year round via paved highway, and the second reserve is accessible by boat; a non-native community is located adjacent to the main reserve.
- The main reserve consists of approximately 125 acres ; the Council has access to only approximately 50 acres due to lands being used for an airport, a major highway and government offices. The Council has worked out an agreement with the federal government regarding this loss of land. The Council is waiting for the government to fulfill its obligations. Houses on the main reserve are built very close together, and Council is concerned about the shortage of land they have for additional housing.
- The second reserve consists of approximately 225 acres it is uninhabited at this time, but some cabins have been constructed there. The Council is looking at using this reserve for an after-care program, whereby Council members who have been through alcohol or drug abuse treatment can reside until they are ready to move back into the community.
- In addition to the above reserve lands, there are several parcels of "land set aside", which is land that has been set aside and held in trust by the federal government (INAC) for use by the Council or a Council member. This land may be used for whatever purpose the Council or Council member wishes, e.g., housing, business, recreation, etc. The total amount of land set aside for this Council is approximately 6,500 acres ; of this, approximately 6,000 acres is used for grazing purposes. The remaining (approx. 500 acres) includes the Council's new subdivision and several other small parcels scattered throughout the area. One small parcel of land set aside is located in the major urban centre near the reserve. This land was acquired under the now defunct off-reserve housing program. A Council member lives on this land.

Demographics

- Approximate population figures (from Membership interview) are:

Total Council Membership	526
Total On-Reserve Population	174
On-Reserve: Council Members	164
Non-Status Indian	n/a
Other	10
Off-Reserve: Council Members	362

Note: There are some non-status Indians living on the reserve (e.g., the Chief) but the membership clerk had difficulty determining the exact number. In most cases, it is likely that non-status Indians are included in the number of Council members living on-reserve. Council membership does not necessarily depend upon status for this Council.

- From the community profiles provided by the departmental representative, the Council population for 1988 was as follows:

	<u>On-Reserve</u>	<u>Off-Reserve</u>	<u>Total</u>
1988	215	193	408

- The following is a breakdown of Bill C-31 applicants and reinstates as of March 31, 1990 (provided by INAC):

	<u>Total</u>	<u>Adults</u>	<u>Minors</u>
# Applicants	224	126	98
# Reinstated	169 (75%)	114 (90%)	55 (56%)

- Of the number of people reinstated, approximately 85 are currently living on reserve; of these, about 51 were on reserve at the time of registration and 34 moved to the reserve after registration.

Political Process

- Treaty: The Council is not a treaty signatory.
- Tribal Council: The Council is not a member of a Tribal Council; however, it is currently involved in negotiations with two other Bands to form a Tribal Council.
- Board of Directors: The Board of Directors is appointed by Council custom. The Council is comprised of five clans. Each clan appoints five members to be on the General Council for that clan. Clan members who would like to be on General Council can volunteer or they may be asked to stand for a position. The General Councils for all five clans make up the General Council for the community. One member of the General Council from each clan is chosen to serve on the Board of Directors. In addition, one person from the General Council is chosen to be the Chief/Spokesperson. The current Chief has been in office approximately two years. Thus, there are five Clan Leaders and one Chief/Spokesperson on the Board of Directors. One Clan Leader also serves as Deputy Chief. Each position is held for a two year term. Before Bill C-31, there were approximately four Councillors plus the Chief.

The Board of Directors ensures that policies and procedures set out by the Council are followed, and that required services are provided to Council members.

The Board of Directors is answerable to the Council. It also consults the Council Elders, who are highly respected, on all matters affecting the Council.

The above system is the Council's traditional government structure. It was re-adopted approximately two years ago because the system of elections used previously to appoint Chief and Council was causing a split in the community. It was also adopted as part of their move towards self-government. Although the current political structure has been in place for a relatively short period of time, it has been widely accepted by the Council membership. The system has changed from one where the Chief and Council sets policies and provides direction to one where the people (Council members)

make decisions and direct the Board of Directors in policies and other Council business and activities.

The Board of Directors meets every two weeks; General Councils from each clan meet whenever necessary. Board of Director meetings are open, but few people attend these meetings. General Council meetings are also open to clan members.

- **Community Meetings:** Community meetings are held as needed. These are usually informational meetings for discussing such things as housing, land claims, etc. An Annual General Assembly is held each year, at which time activities and issues from the previous year and plans for the future are discussed. There is usually a good turnout at these meetings.
- **Membership Rules:** The Council has adopted its own membership rules. The exact date the rules were adopted could not be determined, but it was before the June 1987 cut-off date (a copy of the rules is attached). The original rules submitted had to be revised to include required legal terminology. These rules have been approved by the Minister. All Bill C-31 registrants are eligible for membership. In addition, people who have been denied status are also eligible for membership. For example, third generation descendants of people who lost their status are eligible for Council membership, subject to the membership rules. Indeed, the Chief is not eligible for reinstatement, yet he is a Council member. There have been no problems as far as the Chief being accepted as a member, and the Board of Directors has had no problems administering the membership rules.
- The membership rules were developed by the membership clerk, who went to each household asking for opinions on the rules as they had been drafted. The Board of Directors was also involved in drafting the rules. In addition, there was a general vote held on the membership rules. The only concern raised by Council members was about the voting rights of women of white ancestry marrying Indian men. This concern appears to be addressed in paragraphs 3 (b) and (c) of the membership rules.
- **Residency By-Law:** The Council does not have a residency by-law, and there has been no discussion to date of developing such a by-law. There may be such a discussion once land claims are settled.
- **Liquor By-Law:** The Council does not have a liquor by-law.

MEMBERSHIP RULES AND RESIDENCY BY-LAWS

Three questionnaires (those directed to the Chief, the Band Manager and the Membership Clerk) contained questions relating to membership rules and residency by-laws. The following questions have been extracted from those questionnaires to show the precise responses of the band.

MEMBERSHIP RULES

20. Do (will) your membership rules permit all Bill C-31 registrants to be Band members, some Bill C-31 registrants to be Band members, or no Bill C-31 registrants to be Band members?

ALL BILL C-31 REGISTRANTS(1)→ GO TO Q.22
SOME BILL C-31 REGISTRANTS2 → GO TO Q.21
NO BILL C-31 REGISTRANTS3 → GO TO Q.22
DK/NA9

21. Which Bill C-31 registrants are (will be) permitted to be Band members under your membership rules, and which are not (will not be) permitted?

RECORD ALL ANSWERS USING CATEGORIES BELOW. WHERE RESPONDENTS ANSWERS DO NOT COVER CATEGORIES BELOW, RECORD VERBATIM AND USE ANSWER CATEGORIES AS PROBES FOR SPECIFIC RESPONSES.

How about (category), would your membership rules allow such a person to become a member?

YES NO DK/NA

AN INDIAN WOMAN MARRIED TO A NON-INDIAN MAN.....(1) 2 9

THE CHILD OF A NON-INDIAN MAN* AND AN INDIAN WOMAN.(1) 2 9
* i.e. not Indian within the meaning of the Indian Act

THE DESCENDANT OF SOMEONE WHO HAD LOST STATUS FOR
SOME OTHER REASON SUCH AS SERVING IN THE ARMED
FORCES, OR RECEIVING LAND IN EXCHANGE FOR STATUS(1) 2 9

AN INDIAN CHILD ADOPTED BY A NON-INDIAN FAMILY1 2 (9)

OTHER (record verbatim)1 2 9

Some people who have been denied status e.g. 3rd generation
descendants of people who lost their status

22. Do (will) your membership rules permit people who have been denied status under Bill C-31 to become Band members?

YES(1)
NO2
DK/NA9

23. Could you give me some examples of people who might be denied status under Bill C-31, but who could be admitted to Band membership under your Band membership rules?

Third generations

PROBE: o what about the grandchild of a woman who lost status because of a marriage to a non-Indian? Under Bill C-31 the grandchild would only be eligible for status if both his or her parents were eligible. Would this grandchild be admitted to Band membership under your Band membership rules?

YES1
NO2
DK/NA 9

Lands, Revenues and Treaty Entitlements

- Since the Council is not a treaty signatory, it does not have any outstanding treaty land entitlement. However, the Council is part of a land claims Agreement-In-Principle which will have a significant impact on the Council's lands and revenues, and its ability to accommodate Bill C-31 registrants.

Council Administration and Organizational Structure

- The Council Office has office space for the Chief/Deputy Chief, Council Manager, Financial Advisor and Bookkeepers, Education Co-ordinator, Housing Co-ordinator, Membership Clerk, Social Services Co-ordinator and Economic Development Officer. Some offices accommodate two people. There is a reception area at the entrance to the building. A "long house" with kitchen facilities is attached to the Council Office. This is used for community meetings and other activities. NNADAP workers and the CHR are housed in a building across from the Council Office. Land Claims has its own building, which also houses the Crime Prevention Officer.

- Council staff:

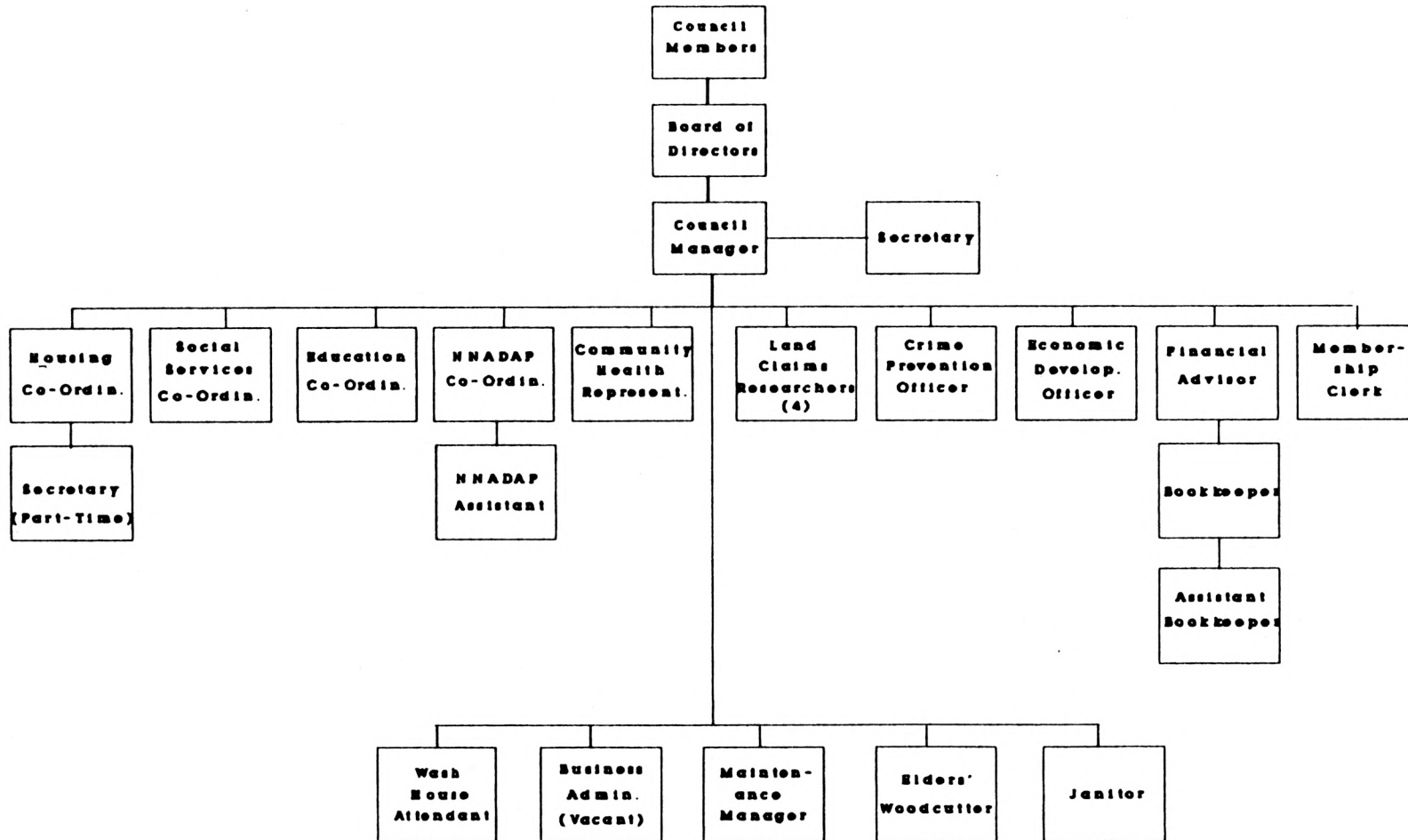
	<u>Current</u>	<u>1985</u>
Program Administrators	10	4
Support Staff	9	6
Construction, Janitorial	<u>4</u>	<u>1- 2</u>
Total	<u>23</u>	<u>11-12</u>

- Note: The increase is due to a combination of Bill C-31 registrants acquiring rights to services, natural population growth, land claims activities, and an improvement in the Council's financial situation since 1984. The Council brought new people into the administration of its programs, and now has control of its financial situation.

- Current Staff positions:

	<u>Time in Position</u>
Council Manager	1 year
Secretary	3 years
Housing Co-Ordinator	2 weeks (term)
Housing Secretary	New position
Education Co-Ordinator	1 week
Social Services Co-Ordinator	7 months
NNADAP Co-Ordinator	3 months
NNADAP Assistant	8 months
Community Health Representative	1 year
Land Claims Researchers (4)	6 months (contract)
Crime Prevention Officer	4 months
Economic Development Officer	3 weeks
Financial Advisor	1 year
Bookkeepers (2)	3 years/4 months
Membership Clerk	1 year
Wash House Attendant	6 month appointment
Maintenance Manager	6 month appointment
Elders' Woodcutter	6 month appointment
Janitor	6 month appointment

ORGANIZATIONAL CHART



- The fact that some people have not held their current staff positions for a long period of time is misleading. Several of these people have held the same position previously or have been involved in other aspects of Council administration at different times. For example, the Social Services Co-Ordinator held that position from 1976 to 1984, was involved in other activities and then returned to that position in 1989. In addition, several staff positions are now filled by people who have recently overcome personal difficulties (e.g., alcohol and substance abuse) and are now striving to become involved in their community.
- The last four positions in the preceding list are filled by appointing different people for six month terms. This helps various Council members gain experience in the work force and assists them in obtaining financial assistance. The Elders' Woodcutter position is filled by a person that the elders feel can best relate to them. The Maintenance Manager will be a full time position once the Council's new complex is complete.
- Another interesting point to note is that four people on the above list stated that they are Bill C-31 registrants. There may be other Bill C-31 registrants on staff, but either they did not mention it, or they were not interviewed.
- Increased population from Bill C-31 is placing additional demands on all aspects of Council administration, particularly in specific program areas such as housing and education, and on the Council Manager and Financial staff. Increases have been handled to date largely through hiring part-time or casual staff, and through encouragement of Council members to volunteer help in some areas. Staff members also cope by taking a few days off when they become overworked. Council support funding is inadequate and restricts the ability of the Council to hire needed program administration and support staff. Some program administrators have had to accept a cut in salary.

PROGRAMS/SERVICES/BENEFITS

Program Administration and Funding

- Most programs are administered by the Council. The only program that the Council is not involved in administering is Child and Family Care. However, the Council has input into decisions on apprehensions (e.g., whether or not a child should be apprehended) and other matters in this program. The Board of Directors is currently looking into taking over this program.
- Economic development is administered by the Council, but two separate corporations have been formed to deal with economic development. They are answerable to the Board of Directors, but remain separate from the Council organization.
- Funding for secondary education is provided directly to the provincial/territorial government by INAC; funding for post-secondary education is provided directly to the student by INAC; students have the option of approaching either the Council or INAC directly when seeking post-secondary assistance; all other programs are funded by Contribution Agreements with INAC, MSB or the provincial/territorial government.
- The Council is currently negotiating an Alternative Funding Arrangement with INAC.

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							BAND / PROU.		
Education K & Elem					BAND / DIAND			BAND / DIAND		
Education Secondary					BAND / DIAND					DIAND
Education Post-Second.	✓									DIAND
Social Development	✓							BAND / DIAND		
Child/Family Care						✓				PROU.
Seniors Care	✓							BAND / DIAND		
Housing	✓							BAND / DIAND		
Community Infrastruct.	✓							BAND / DIAND / PROU.		
Policing					BAND / RCMP			BAND / PROU.		
Fire Protection					BAND / MUNICIPAL			BAND / DIAND		
Health Services					BAND / NHW			BAND / NHW		
Drug & Alc. Abuse					BAND / NHW			BAND / NHW		
Other LAND CLAIMS	✓									FEDERAL LOAN

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

1. Economic Development

- The Council has been delivering its economic development program for approximately five years. The Council recently formed two corporations to deal with economic development. One corporation has been set up to help individuals start up businesses, and to provide training and employment opportunities for Council members. The other is an investment corporation set up to pursue investment opportunities for the Council. The corporations are not in operation yet, as the Council is looking for a general manager to take over operations.
- The first corporation mentioned above has applied to have the Board of Directors relinquish its authority over economic development and hand it over to the corporation. Currently, this corporation is separate from Council Administration, but is answerable to the General Council. It reports to the Annual General Assembly.
- Currently, there are no official economic development staff members. One person, who has been a corporate researcher since November, 1989, has been looking after economic development for three weeks. This person, who is a Bill C-31 registrant, was the Council Manager five years ago. She and two community college students have been involved in setting up the Council's two corporations. The students' positions are funded by the provincial/territorial government. There were no economic development staff five years ago. At that time, the Council Manager looked after economic development.
- Major economic activities are construction, Council administration, trapping and commercial fishing and subsistence hunting and fishing. Some Council members are employed in businesses in the non-native community. Tourism also provides several economic opportunities. One Council member owns a local hotel and lounge (not on reserve land), two Council members own hunting outfits and two own fishing guide businesses. A video rental shop is owned by a Council member (on reserve) and some Council members make crafts to sell.
- Employment in construction is mainly for housing; at this time Council members are also employed building a new Council complex and putting in sewer facilities for the reserve.
- The new complex, once completed, will house the Council office, government offices, a community college office, bank and post office. Presumably,

these offices will provide employment to Council members, and will provide rental income to the Council. A canoe factory on reserve is being reopened and a college student is preparing a proposal to open up a crafts store. The crafts store will be a joint venture between one of the Council corporations and the individual artists. Another college student is starting a fishing guide business. A day care centre is being planned, although the Council is having difficulty because the licencing requirements are very strict.

- The reserve and neighbouring community do not have sufficient employment opportunities, particularly year-round employment, to accommodate all Council members. Employment tends to be seasonal (high in summer, with the tourist season, and low in winter) and residents have to supplement their income with social assistance or unemployment insurance. Women in particular are in need of more employment opportunities. The interviewee for this program area felt that any Bill C-31 registrants wishing to return to the reserve may not return until they have a job.
- Bill C-31 registrants are generally seeking information about funding for projects/new businesses, including their eligibility for funding because of their status. For the most part, Bill C-31 registrants seem to know what employment opportunities and development programs are available, since many of them were already living on reserve when they were registered.
- The main impact that Bill C-31 registrants are having on the community's economic development and employment situation is the additional demand for jobs. The interviewee felt that once the new corporations are operating (particularly the economic development corporation) there will be increased opportunities for employment in the community. In the short term the workload for corporation staff will be high, with the stress of managing a new institution and dealing with increased demand for development. However, the long term expectation is that there will be increased economic opportunities for Council members.
- It appears that several Bill C-31 registrants are working in the community. Four of the Council officials interviewed were Bill C-31 registrants; all three Bill C-31 registrants interviewed were employed either on reserve or in the non-Indian community. Some Bill C-31 registrants are employed by the corporations.
- The interviewee felt that Bill C-31 registrants are bringing skills into the community; many are more educated than some Council members (most have

their high school education) and are better able to support themselves; some were brought up in a different way, and are more likely to take employment or further their education off reserve. Other Council members prefer to stay close to their families and are reluctant to leave to pursue higher education to improve their chances of employment.

- Both regular Council members interviewed felt that Bill C-31 registrants have brought new and valuable work skills to the community, even though they have put increased pressure on the availability of jobs.
- Data on the number in the labour force and education of the labour force was not available.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members			
Bill C-31 Registrants			
Total	NA	NA	NA

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total	NA	NA	NA	NA	NA

2. Education: Kindergarten, Elementary, Secondary

- Education at this level is administered by INAC; the Council has a Community Education Liaison Co-Ordinator, who acts as a liaison between parents, teachers and students. The person in this position at the current time has been in it for one week only. However, she has worked previously in this position for a six month term and has 14 years of experience in education, in various capacities.
- There is only one education staff member for the Council; this has not changed since 1985. The Co-Ordinator felt that this has been a problem for the Council, because the workload could keep six to eight people busy.
- The primary school is operated by the provincial/territorial government but is located on-reserve. Kindergarten and grades 1 to 9 are offered at this school. Children from both the reserve and non-native community attend this school. The school includes a gymnasium, library, computer room, native language room and woodworking shop. There are five teachers (including the principal); approximately 45 Council children attend this school.
- Secondary students (grades 10 to 12) attend school in the major city in the area, approximately two hours (185 km) away. These students stay in a dormitory or with relatives while attending school. Funding flows from INAC to the provincial/territorial government for secondary students (including funding for room and board). Approximately 14 to 17 Council children attend this school; eight to nine live in the dorm, and six to eight live elsewhere.
- Bill C-31 registrants enquire about funding for education for the most part; they ask about what is available in terms of educational opportunities and what their rights to funding are. The interviewee felt that Bill C-31 has caused an increase in staff workload and the demand for primary and secondary education. Enrollments are increasing for these grades, due to Bill C-31 and natural population growth, while funding is being cut back. Since enrollment figures were not available it is difficult to determine what impact Bill C-31 has actually had on enrollment for these grades. Because many Bill C-31 registrants already lived on reserve when they became registered, the children were probably already attending this school before reinstatement. The increase in staff workload is likely due in part to increased reporting requirements (for funding in particular), since the Bill C-31 children now come under INAC jurisdiction.

3. Education: Post Secondary

- Post secondary students have the option of approaching either the Council or INAC for post-secondary funding. The Community Education Liaison Co-Ordinator deals with post-secondary students approaching the Council.
- Exact figures for post-secondary enrollment were not available, but the interviewee stated that there are not too many students pursuing this education. Of those that are, most are enrolled in community college. One Council member will be graduating from law, and one received a diploma in forestry last year. Programs available at the college include a northern studies program and an Indian government management program. The Council has also been involved with a renewable resources management program in another province.
- Students take their first and second year university at the college, but have to leave the province/territory to advance their studies. This creates a problem for students who do not want to be away from their families. Those who do decide to leave to pursue their education are having difficulty finding funding.
- Apparently, there are several Bill C-31 registrants wishing to pursue post-secondary education; several Bill C-31 students have sought information about funding.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten				NA
Elementary * School			≈ 45 (includes kindergarten to grade 9)	NA
Secondary * School			≈ 14-17 (grades 10-12)	NA

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding		
Number Bill C-31 Students Receiving Funding		Not Applicable
Total	NA	NA

4. Social Assistance and Social Development

- The Council is responsible for the administration of social assistance and social development programs. The Social Services Co-Ordinator looks after clients on a day to day basis, fills out budget and decision sheets, pays out social assistance and co-ordinates social programs. The current Co-Ordinator has been in the position since October 1989, and will work on a term basis until the end of June. This person was also the Social Services Co-Ordinator from 1976-1984.
- The current Co-Ordinator is the only staff member for this program. This has not changed since Bill C-31 came into effect. The Social Services Co-Ordinator works closely with other Council staff, i.e., NNADAP counsellors and health staff.
- Of the Bill C-31 registrants seeking social services, most are requesting basic social assistance. There have not been any problems to date with Bill C-31 registrants, although it is expected that funding could become a problem if more of them go on assistance. The Co-Ordinator does not think the workload will be much greater; it will just be more difficult to fund additional clients.
- Bill C-31 registrants make up 23.8 per cent of all Council members receiving assistance; they make up 23.9 per cent and 23.1 per cent of overall seasonal and continuous recipients, respectively. Most social assistance provided to reserve residents (83.8 per cent) is seasonal; very few Council members receive continuous assistance. The reason for the low demand for continuous assistance is probably due to the practice the Council has of hiring people on a term basis for different positions (e.g., Homemakers' program). This practice allows several people to be employed for at least part of the year, so that they will not need continuous assistance.
- Child and Family Care: The Council does not deliver child and family services; it is administered by the provincial/territorial government. The Council does, however, have input into any child apprehensions and safe home placements. In addition, the Board of Directors and the Social Assistance department are looking into taking over this program.
- To date, there have been no cases of child apprehension in Bill C-31 families and it is not expected that there will be much of an impact by Bill C-31 in this area.

- Care for Senior Citizens: Although there is no specific department for senior citizens' care, there are several programs in place to assist them. The Homemakers' program provides cleaning, cooking and other assistance to Council elders. In addition, there is a woodcutter program where the elders have their wood cut and split and brought into their homes. The Council pays for these programs. In addition, elders can receive assistance in setting up budgets and applying for old age security and other forms of assistance.
- One comment made by the interviewee was that Bill C-31 will help widows who regain their status because they will be able to turn to the Council for assistance; it has helped a number of people who could not get assistance from the Council before.
- Bill C-31 is not expected to have much of an impact on services for the elders in the near future; there are very few elders in the community at this time. However, once the current population starts to age, there could be a greater demand for these services.
- One impact that Bill C-31 seems to have had is that several of the people working in the Homemakers' program are Bill C-31 registrants. It was not possible to determine whether these people were already doing this work before they were reinstated.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Season- al	Conti- nuous	Total	Season- al	Conti- nuous	Total	Season- al	Conti- nuous	Total
51	10	61	16	3	19	67	13	80

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
NA				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	NA

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	NA

5. Housing and Community Services

a. Housing:

- The Council administers its own housing program; it was not known how long it has been administering the program for at least six years. The Housing Co-ordinator is in charge of all aspects of housing, including new housing, upgrading housing and hiring and supervising crews. The Financial Advisor allocates money for housing and makes sure purchase orders for supplies do not exceed the allocation. The current Housing Co-Ordinator has been in the position two weeks. He will be working on a term basis to September 1990. The previous Co-ordinator had been in the position for three years. There are no other housing staff, except for a part-time secretary who started the week after the field work was completed for this community. This secretary will work on a term basis until the housing files are in order. Five years ago the only staff member was the Housing Co-Ordinator.
- There is also a Housing Board on reserve, which formulates agreements for rentals, housing plans and policies. They are taking ideas from housing policies from six other Bands to formulate their own policy. The six Bands participating may also use this Council's policy if they choose.
- In addition to the Housing Co-Ordinator, there are several three person crews who build the housing and infrastructure; the native to non-native proportion of workers is approximately 10 to 1, as many Council members are skilled carpenters.
- There are 66 dwellings on the reserve at this time; all are single family dwellings. Of these, approximately 26 (39%) are in good condition, 23 (35%) need upgrading/repair and 17 (26%) should be replaced. Approximately 33 (50%) houses are occupied by Bill C-31 families. Some of these houses are located in a new subdivision developed by the Council. This subdivision is located approximately 4 to 4.5 miles from the main reserve on land set aside. Both regular Council members and Bill C-31 registrants reside there.
- The Council did a major impact study of Bill C-31, which produced reports in July 1988 and May 1989. This study identified housing needs for Bill C-31 for 1985 to 1995. The report stated that the Bill C-31 housing needs for this period would be between 60 and 70 houses, and the same number of serviced lots. Land area required for these lots would be between 116 and

140 ha. The Council also identified a need for 62 houses for regular Council members over the same period.

- Last year (1989) the Council received funding for 16 Bill C-31 houses; they have received funding for two Bill C-31 houses this year.
- Currently, there are approximately 35 families on the waiting list; 31 of these are Bill C-31 families. Of these 31 families, 18 are already on reserve and 13 are living off reserve. There is a separate waiting list for Bill C-31 families.
- The waiting period for a house is three to four years for regular Council members, and three to five years for Bill C-31 registrants, depending on the number of houses the Council is allocated. This can also vary from family to family, depending on their situation. The Housing Co-Ordinator was not sure how long the waiting period was before Bill C-31 was passed, but he was sure it was a lot longer. The waiting period has decreased because of Bill C-31 funding and because the Council is more experienced in administering their housing. They can now eliminate two applications with one new house because applicants already living on reserve can get a new house and another applicant can move into the vacated house (once it has been upgraded to meet building codes).
- The application process for both regular and Bill C-31 Council members is as follows: Applicants select the lot and the blueprints (for housing packages) for the design of house they want, and then fill out an application for housing. These three items go into the applicants' files; they then wait until they are allocated their housing. Chief and Council decide who will get a house; the Housing Co-Ordinator has no input into this, so he was not sure what criteria is used. However, he knew that houses are not allocated on a first-come first-served basis. For example, a single person with children who is living in housing in poor repair may be given a house before a single person living with his/her parents.
- Bill C-31 housing is built under what is called the "Sweat Equity Program", which started approximately three years ago. Under this program, Bill C-31 members have to provide the labour to build their houses, either by hiring someone to do it or by doing it themselves. Before putting someone on this program the Council determines the capability (physical and/or financial) of the applicant to build a house. If it is determined that he/she cannot build, the Council will build the house for him/her. Bill C-31 members do not pay rent on their houses, but they are responsible for paying utilities

and for all repairs and maintenance. Houses have to be 85 per cent complete within one year of start-up.

- There are two regular Council members under the Sweat Equity Program and it is expected that most will be under this program in the future. At the present time, regular Council members pay rent (rent-to-own in approximately 15 years), but no utilities, and any maintenance and repairs are carried out by the Council. Their houses are also built by the Council.
- The basic principle of the Sweat Equity Program is to provide the unfunded portion of housing costs. In addition, it is felt that people appreciate their house more if they build it themselves. There is also a great deal of community involvement in building houses, and it helps to bring the community together. However, one Council official felt that the current system of requiring Bill C-31 registrants to build their own houses is discriminatory. He said this was not the fault of the Council, but the fault of INAC, since they do not provide sufficient funding for Bill C-31 housing.
- Most Bill C-31 registrants seem to know their rights and responsibilities with respect to housing. This is probably due to the fact that many of them already lived on reserve when they were reinstated. From both the formal interviews with Bill C-31 registrants and interviews with Council officials who are Bill C-31 registrants, it was apparent that they did not have any problems with having to build their homes themselves. The only concern was that they had to have their homes 85 per cent complete within one year of funding. Since INAC funding becomes available during the winter, recipients cannot start on their homes immediately. They have to wait until the ground thaws to build the foundations. Thus, they lose several months of the year they have to build their homes. However, this is a problem for all people who receive housing (both regular and Bill C-31 Council members).
- One problem with housing with respect to Bill C-31 is that some Bill C-31 registrants cannot or do not want to move back to the reserve. These people make frequent requests about whether or not they can get assistance from the Council for off-reserve housing. They feel they are still being discriminated against (as do Council members on reserve) because they have to leave their homes and move back to the reserve in order to obtain housing assistance and other benefits of their reacquired status.

- The workload of the Housing Co-Ordinator is very high, and he has a great deal of difficulty keeping up with demand. The new part-time secretary will hopefully alleviate some of the workload. However, the Co-Ordinator stated that Bill C-31 registrants do not come in and ask him for a great deal of assistance. In general, they seem to be more skilled than some other Council members (at building their own homes). They are handed a chance to help themselves and they seem to accept it.
- Housing is the most critical issue in this community with respect to Bill C-31. The Sweat Equity Program has cut down the cost of building a new home, but there is still a great need for funding for additional homes. In addition, the availability of land for new housing is a critical issue.
- b. Community Infrastructure:
 - There are no specific community infrastructure staff for the community; the Housing Co-Ordinator and Maintenance person deal with community infrastructure. The Financial Advisor is also involved with the allocation of funding. All infrastructure is constructed by local people. Five years ago there was very little community infrastructure in place, and staffing has not changed since then.
 - Water is trucked in from a well on one part of the reserve; it is chlorinated at the well. The water is trucked in by the non-native community; native residents pay that community for the service. There are also approximately 10 private wells, most belonging to major businesses. Some of the elders get water directly from the lake. They are encouraged to go to the middle of the lake to get it, as water on the shore is polluted. Council is quite concerned about the quality of this water. Several consultants have been to the community and have been informed of this, but nothing has been done. The quality of water brought to the community is "not bad"; some has a fair amount of sulphur in it.
 - Heating is by wood stove for the most part. Some people have propane stoves but it is expensive. Wood is provided for the elders by the Council; other Council members can buy wood from contract cutters. Chimneys are cleaned on a yearly basis.
 - Electricity is provided by hydro, with back-up diesel service. They have had hydro for four years. Although hydro is cheaper than diesel, servicing and maintenance by the utility is poor and the community suffers blackouts quite often.

- Sanitation and garbage collection is provided by the non-native community. The Council pays for garbage collection and individuals pay for sewer services. The Council is constructing its own sewage infrastructure, including a lift station (there are two lift stations in the non-native community). The Council's sewage system will be completed in approximately two years. The present system is better now that it is being upgraded.
- Roads in the community are dirt, and are in need of major repair. Repairs will not be carried out until the sewage system is in place.
- Other community facilities include the Council office and long house, laundromat, office building beside the new complex, and a school. The non-native community has a community hall, health clinic, museum, post office and library. All facilities are shared by the two communities.
- Bill C-31 has not had a major effect on community infrastructure. The sewer system was poor and had to be upgraded, regardless of Bill C-31 registrants coming to the reserve. Water delivery has increased because of the additional housing, as has garbage collection. Hydro is a problem because of poor maintenance, not increased population, and roads have always been in poor condition. Wood contractors are making more money because of the increased demand for wood fuel.

c. Policing:

- The Council has a Crime Prevention Officer, who works in liaison with the RCMP to provide policing on reserve. He has been in this position for four months. The Crime Prevention Officer deals with both adults and youth, and tries to deal with them in their traditional way. For example, one person is "in the bush" working off his sentence. The Crime Prevention Officer travels on reserve with the RCMP, particularly to the areas where the RCMP cannot go.
- Bill C-31 registrants have had very little impact on policing in the community. The Crime Prevention Officer felt that, because they are used to living by the law, it has carried over to their life on reserve.

d. Fire Protection:

- Fire protection is provided by the non-native community. There is a fire truck, pumps, garage and other necessary equipment, all of which are in good condition. All fire fighters are volunteers. They meet every second

week to discuss needs and concerns for fire protection in the community. All fire fighters are well trained. In addition to fire fighting, they provide information and training in the use of smoke detectors and fire extinguishers to community members, particularly elders. All homes are equipped with smoke detectors.

- To date, Bill C-31 has had little impact on fire protection. All Bill C-31 (and other) homes are built to code. There have been no fires in Bill C-31 homes.
- One interviewee felt that there could be future impacts on fire protection by Bill C-31. The Council's new subdivision is located approximately 4 to 4.5 miles away from the main reserve. The non-native community fire department has a radius within which it will answer fire alarms. The subdivision is not included within this radius. If there is a fire in this subdivision, the Mayor has to give permission for the fire department to answer the call. This can delay response to a fire considerably. The Council may have to create its own fire department to service the subdivision, in which case the Council's costs for fire protection will increase significantly.

6. Health

- Health Services are administered by Medical Services Branch (MSB), Health and Welfare Canada. The Council has one CHR, who has been in the position for one year. There were no CHR's five years ago.
- The Community Health Centre is situated in the non-native community, but it serves both communities. There are two community health nurses on staff, a doctor comes in once a month and a dentist every three months. The Centre has an examination room, pharmacy, fully equipped treatment room, room for the dentist and an office for the doctor.
- The CHR shares office space with NNADAP in a house across from the Council office. However, both NNADAP and CHR clients are not comfortable with this arrangement because it is not conducive to privacy. They will be moving to the new Council complex when it is complete.
- The CHR acts as a liaison with all resources; she refers people to specialists; conducts workshops on mental health, sexual abuse, etc.; provides foot care for elders in their houses, and educates new mothers on breast feeding, etc. People prefer that she visit them at home, although this is very time consuming. Any workshops held are open to residents of both communities.
- As with other services, most Bill C-31 registrants know what their rights and benefits are with respect to health services. They do ask for assistance in obtaining non-insured health benefits such as glasses, dental care, prescriptions, and medical equipment. Bill C-31 has not had a significant impact on health services, since most are already being cared for by the current health services structure. The only difference has been in the amount of paper work involved, which has increased the workload of health staff. Now Bill C-31 registrants can afford proper health care, especially dental services and other non-insured benefits. They had to pay for it themselves before, so many simply did not receive proper care because they could not afford it.
- The CHR has assisted two Bill C-31 registrants who had outstanding bills (from before they were registered) for health premiums from the provincial/territorial government. In this case, the CHR wrote an agreement between these people and the government whereby the Council would collect money (as much as they could afford) from the two people and send it to the provincial/territorial government, so it could be credited against their

debt. MSB does not have Bill C-31 funding to pay such outstanding bills, so the individuals are still responsible for them.

- Drug, Alcohol and Substance Abuse Programs: The Council has two NNADAP workers - one full time Co-ordinator and one part time Assistant - both of whom are Bill C-31 registrants. The Co-ordinator has been in the position three months and the Assistant eight months. Most of their clients are regular Council members, although there are a few Bill C-31 clients.
- Bill C-31 has increased the workload somewhat for the NNADAP counsellors, who were already overworked with their regular Council member caseload. There has been a minimal increase in budget for Bill C-31, so the Council cannot afford to hire a full time assistant.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

8. Other Bill C-31 Impacts

- Overall, the attitude towards Bill C-31 in this community is very positive. The general attitude towards Bill C-31 registrants has been that these people lost their status because of laws that were not their own, and that they have always been status in the eyes of the community. Any negative impacts of Bill C-31 have come about from lack of adequate funding for various program areas. The Council has always tried to assist people who lost their status in any way they could, even before Bill C-31 was enacted.
- Many Bill C-31 registrants lived on reserve or in in the non-native community long before they were reinstated, so there have been no problems as far as being accepted by the community or adapting to a new way of life. Both the native and non-native communities work in close co-operation with one another, sharing resources and facilities. Thus, C-31 registrants living on the non-native side have not really been isolated at all from the reserve side.
- People who lived outside the community before reinstatement, and moved back, had a harder time adjusting to a new way of life. However, they had no complaints about how they were treated by other Council members.
- One event which will have an impact on Bill C-31 registrants and the community as a whole is the recent land claims agreement accepted (in principle) by the regional Chiefs. It is too early to tell what the overall effects will be, but it is sure to affect the land base available for housing, resource harvesting, and other uses. Any compensation included in the agreement will also affect funds available for programs.

CONCLUSIONS

- Overall, Bill C-31 registrants have been well received in this community. The Council has encouraged people to regain their status, and welcomed them as full Council members.
- The areas of greatest impact from Bill C-31 are housing, Council administration, education (particularly post-secondary assistance), economic development, and social assistance. Additional Bill C-31 funding has been inadequate, and in some cases overall funding has been reduced.
- The areas where impacts of Bill C-31 have been minimal are policing, fire protection and health services. However, there is a potential for fire protection costs to increase significantly in future.
- In several areas, the impacts of Bill C-31 have been positive, in spite of the shortage of Bill C-31 funding. Several Bill C-31 registrants are working in program administration, such as education, NNADAP and economic development.

Band Case Study #48

METHODOLOGY

This study conforms to the given methodology, with the following exceptions. There are four program areas where this service is supplied by off-reserve government departments, and thus the interviewing instrument was not used in these instances. These programs were: Health Services, Child and Family Care, Social Assistance and Social Development, and policing. The Membership survey was not administered because there was no one who officially looked after this on the reserve. I was told that INAC was in charge of this particular area. As well, only the Lands and Revenues part of the Lands, Revenues, and Treaty Entitlements interview schedule was completed. The other area (Treaty Entitlements) is not handled by the Band, but rather by INAC.

There were 16 surveys administered to 12 individuals on the reserve. Five of the surveys were with the Band manager (Administration, Housing, Care for Seniors, Community Infrastructure, and Lands, Revenues and Treaty Entitlements). The Chief and one Council member were interviewed, as well as the principal of the on-reserve school. The Economic Planner and Administrator and the Drug and Alcohol Abuse Co-ordinator were also interviewed. There were three regular Band members and three Bill C-31 registrants interviewed.

BAND PROFILE

Location

This Band has one reserve land area covering approx. 35,000 acres.

It (the reserve) is located very close to a town of about four thousand people. There is one highway that connects the town and reserve to a major urban centre, but this city is quite distant. There is an airport located near by, with daily service to other towns and cities. There is also a large shipping centre near the town. Shipping is done on a large lake, which also borders the reserve. There seems to be plenty of land available relative to the population. Expansion for more housing or Band buildings can be done here, though tree clearing and grading would be needed to be undertaken to make the land suitable for development.

Most of the land (approximately 95%) is undeveloped, and consists of forest and muskeg. The remaining land (about 5%) is land used for housing of Band members and Band buildings such as the Band office. There is a river and a large lake (noted above) that border the reserve on two sides.

Demographics

The total Band membership consists of 374 members, 224 of which live on reserve. In addition to the 224 Band members on-reserve, there are seven non-status Indians and six non-native persons living on the reserve who are not Band members. There are 150 off-reserve members.

There are seven Bill C-31 registrants registered to this Band. Four of them currently live on the reserve and three of them off-reserve. Of the four that live on the reserve, three of them were living on the reserve before Bill C-31 was enacted. There is no exact information available on previous years population figures, but it was inferred from interviews with Band officials that the population has not changed too much in the past five years.

Band POPULATION

YEAR	ON-RESERVE	OFF-RESERVE	TOTAL
89	224	150	374

It may be noted that there appears to be a large shift from the on-reserve to off-reserve population between the years 1988 and 1989. There was no mention of this decline in the on-reserve population in speaking with the Chief or the

Band manager during the interviews. I do not know what to make of this change in off-reserve population, as I saw no sign of mass exodus from the reserve. Nor did anyone even hint that people were leaving the reserve in the numbers suggested in the above figures. I was given every indication that the population has remained quite stable for at least the last five years. Bill C-31 has had no significant impact on reserve population.

Political Process

This Band is a member of a treaty. This treaty supplies the Band members with Recurring Incidental Expenditures, Annuities, schooling, and use of specified amounts of Crown Land.

This Band is member of a Tribal Council. This Tribal Council does not participate in any program delivery to the Band, as the relationship is primarily for the discussion of regional political issues.

The Chief-in-Council consists of the Chief and six counsellors. Five years ago there were four counsellors and the Chief which made up the Band council. The increase in size had nothing to do with Bill C-31, as it was stated by the band manager that it was due to the band taking on more responsibilities in running its own affairs. The current Chief has been in office for just over two years. The Chief and the Council members are elected every two years. This elected body appears to be stable. The Chief-in-Council's role is to represent the Band on matters that concern the reserve community. Things like land rights and regional autonomy are discussed with other native groups as well as government officials. The Chief-in-Council also oversee the administration of the Band programs. They decide policy, that is, what should be done in particular program areas, but they do not concern themselves with the day to day operation of the programs.

Band council meetings are usually held twice a month. Anyone can attend these meetings, and often there are some regular Band members in attendance.

Community meetings are normally held once a month. Anyone can attend these meetings and things like housing, Band policies, and job and business opportunities are discussed. There has been no significant change over the last few years in attendance, or what is normally discussed.

This Band does not control its own membership rules, nor were rules ever submitted and disallowed. There has been some discussion by the Band council of membership rules, but no specifics have been agreed upon to date. In the words of the Band manager, there was "...not much point to it (the membership rules)" as the Band felt it could not really make any new rules on membership, and so will "leave it to the government to handle".

This Band does not have any residency by-laws, nor has there been any discussion of developing such by-laws by the Band Council.

There are currently no liquor by-laws in effect on this reserve. There was one liquor by-law passed about one year ago, but it was repealed five months later. The reason for the law being repealed, according to the Chief, was because the first vote that was held on the matter was felt to be inaccurate, as not enough people voted on it. When a second vote was held, a greater number of persons turned out and the by-law did not get approval.

Lands, Revenues and Treaty Entitlements

The Band council decides on whether Band members can have land to build new houses on. In most cases land is given for new houses to be built upon. The only time that land is not supplied for a new house, is when the site requested by the individual is too far away from existing services, and the expense in providing those services too high to be worthwhile to the Band. All other matters pertaining to land are administered by INAC.

The major sources of revenue for the Band are a Forestry Management company and a Construction company located on the reserve. These enterprises are run by two Band members. The band itself, from what was gathered from the interviews with Band officials, owns these two companies. At present, all revenue derived from the companies is kept in the businesses to encourage their growth. If profits are large enough, a certain amount goes into a Band trust fund, for use by the Band. It is not known when the Band gained control over these sources of revenues.

This Band belongs to a treaty, but INAC is in charge of the administration of treaty entitlements. There are no known aspects of this treaty that impinge upon this study.

Band Administration and Organizational Structure

As previously described in the Political Process section of this report, the Chief-in-Council of this Band act as overseer of the Band administration, but do not get involved in the routine operations of the administration. The Band Manager, who has been in the position for approximately two years, is the executive administrator of the Chief-in-Council. The Band Manager is the Chief administrator for all programs and services on the reserve.

This Band currently employs six program administrators including the Band manager (the specific programs administered are referred to under Programs/services/benefits), four clerical support staff, and eight construction and janitorial staff. Five years ago there were three program administrators, one clerical staff member and one janitorial staff member. The increase in staff was not due to Bill C-31 registrants in any way.

Most of the program administrators have been at their position for a minimum of two years. The Band appears to have quite a bit of experience at administering programs, and from what was observed during interviews, there appears to be a fair amount of stability in the administration staff.

Five years ago there was fewer administrative staff. The primary reasons for this according to the Band Manager was due to the government allowing more native control of these programs, and the Band wanting to have more control over these programs. Bill C-31 was not seen as having any affect on this increase in administration staff.

The small increase in population has had some affect on the amount of housing applications processed, but other than that, there has been little effect on the staff work load to date. Besides housing, request for jobs by some of the C-31 registrants were also noted. The Band has not developed any special programs for these Bill C-31 registrants to date, because there are too few to make the effort worthwhile. As well, there has been no specific funding available by the government for housing or job creation for the C-31 registrants.

PROGRAMS/SERVICES/BENEFITS

Program Administration and Funding

This Band administers six programs (economic development, seniors care, housing, community infrastructure, fire protection, and drug and alcohol abuse). As well, there are five other programs or services offered by the Band to residents of the reserve. These are: 1) a recreation program for Band children, 2) medical transportation services for patients, 3) evening library services for all Band members, 4) a land claims selection programs, and 5) a hunters and trappers assistance program.

There are two programs that are jointly administered by the Band and the regional government. They are 1) education and 2) child and family care services. All of the above programs seem to have a fairly stable administrative frame work.

Social assistance and health services are administered directly by the regional government, and policing is looked after by the RCMP.

Most programs are funded directly by the regional government. The exceptions are: 1) economic development (INAC and government), 2) policing (RCMP), and 3) the land claims selection program (federal and regional governments).

BAND PROGRAM ADMINISTRATION AND FUNDING

PROGRAM	ADMINISTRATION AGENCY							FUNDING ARRANGEMENT		
	Band	Tribal Council	DIAND	NHW	Joint	Prov./ Territ. Govt.	Other	Contrib. Arrangement (Parties)	AFA	Other
Economic Development	✓							DIAND/ TERR. BAND / GOV'T.		
Education K & Elem					BAND/ TERR. GOV'T			TERR. GOV'T. / BAND		
Education Secondary						✓				TERR. GOV'T.
Education Post-Second.						✓				TERR. GOV'T.
Social Development						✓				TERR. GOV'T.
Child/Family Care					BAND/ TERR. GOV'T.			TERR. GOV'T. / BAND		
Seniors Care	✓							TERR. GOV'T. / BAND		
Housing	✓							TERR. GOV'T. / BAND		
Community Infrastruct.	✓							TERR. GOV'T. / BAND		
Policing							RCHP	RCHP		
Fire Protection	✓							TERR. GOV'T. / BAND		
Health Services						✓		TERR. GOV'T.		
Drug & Alc. Abuse	✓							TERR. GOV'T. / BAND		
RECREATION PROG.	✓							DK		
Other EVENING LIBRARY SER.	✓							DK		
LAND CLAIMS SELECTION	✓							DK		
HUNTERS & TRAPERS ASSISTANCE	✓							DK		

ND = Not delivered on reserve

DK = Don't know

AFA = Alternative Funding Arrangement

1. Economic Development

The economic planner and administrator for the Band has been at the position for four years. This person is the only staff member for this program, and that has not changed in the last five years. The Band took control of administering its own economic policies about 16 years ago. There are businesses on reserve that create employment for the Band members. There is a construction company, a forestry management service, a Band run on-reserve store, and in the near future a poultry producing company. These businesses are the main source of employment on the reserve. There are some persons who hire themselves out as guides for fishing and hunting, and some that hunt and trap for a living, but these persons make up a fraction of work force on this reserve.

In speaking with the economic administrator, this community is in for some substantial economic growth in the coming years, and it is felt that there will be many job opportunities in the near future.

At present there has been no effect on economic development by Bill C-31 and its registrants on this community.

Currently, there are about 50 persons in the on-reserve labour force. At present only 10 are employed. But, because many of the jobs available are seasonal ones, this is not a true indication of the level of employment. There will be many more persons employed come summer, as the work, such as construction and forestry services can only be done at this time of year.

In terms of educational attainment, about half the population has either no formal education or only some primary school education. Approximately 45% of the population has some secondary education, with the remaining 5% some post-secondary education. Because of this low level of educational attainment, most of the job opportunities the people of this reserve are qualified for are of the manual labour and semi-skilled variety.

No information is available on C-31 registrants separately, but it is expected that these figures mentioned above hold true for them as well.

EMPLOYMENT PROFILE

BAND'S ON-RESERVE LABOUR FORCE EMPLOYED AND UNEMPLOYED FALL 1989

	Number in On-reserve Labour Force*	Number Currently Employed**	Number Currently Unemployed
Regular Band Members	≈ 50	≈ 10	≈ 40
Bill C-31 Registrants	DK	DK	DK
Total	≈ 50	≈ 10	≈ 40

* labour force: people 16 years of age or older who are able to work, who are not students, and who are not retired

** includes those currently employed whether full-time, part-time or temporary

EDUCATION LEVEL OF BAND'S ON-RESERVE LABOUR FORCE

	HIGHEST LEVEL OF EDUCATION ACHIEVED				
	No Formal Education	Some Primary Education Grades 1-8	Some Secondary Education Grades 9-13	Some Post- Secondary Education	Total in On-Reserve Labour Force
Regular Band Members					
Bill C-31 Registrants					
Total		≈ 25	≈ 22	≈ 3	50

2. Education: Kindergarten, Elementary, Secondary

There is an on-reserve school that looks after Band member children from on and off of the reserve from kindergarten through to grade seven. While the Band does have some say in certain program areas, the actual administration of the school is left to the regional government. There are presently eight staff members at the school. They break down into the following categories: three teachers, four special needs assistants (two of them are part-time) and one classroom assistant. The senior administrator (the principal) has been at the position for over two years, but she gets her guidance from the regional government, not the band. There was only two staff five years ago, as the old school was very small. This new larger school was built about five years ago, and has since gained the staff mentioned above. The increase in staff is not related to Bill C-31.

Enrolment has also increased in the past five years, but this has less to do with Bill C-31 than with the expansion of educational facilities on the reserve. Bill C-31 registered children have increased the enrolment at the school, but this has been a slow but steady increase that has not as of yet put any additional strain on the educational staff. If this trend continues though, it is felt additional staff will be needed to cope with the rising enrolment.

It must be noted that more funding and/or staff are required for the learning disabled children of the community, for both Bill C-31 and regular students. It was felt by the person interviewed that these children were not getting the proper care, and that new programs are needed to help these children get adequate educational training.

The person interviewed was the principal of the school, and has been at that position for two years.

There are presently three children in kindergarten, none of them are Bill C-31 registrants. There is a total of 57 students enroled in grades one to seven on the reserve, with six of them being Bill C-31's. The enrolment figures for 1984-85 of students in Kindergarten to grade seven was 44. As noted above, Bill C-31 has had some impact, but is not the primary cause of the increase.

For secondary education (grades eight to twelve), the children of this reserve must travel to an off-reserve school located in the nearby town. No enrolment figures were available for native students at this school, but in speaking with the principal there, it was revealed that Bill C-31 had had no noticeable effect on enrolment figures or stress on staff workload.

3. Education: Post-secondary

The regional government is responsible for administering the post-secondary educational program for this reserve. There is little known about this program on-reserve. It is not known whether any one from this reserve has graduated from any post-secondary educational program, or is currently enroled in such a program at present.

No effect from Bill C-31 is assumed to be the case at the present time.

EDUCATION PROFILE

ON-RESERVE STUDENTS ENROLLED IN KINDERGARTEN, ELEMENTARY SCHOOL AND SECONDARY SCHOOL ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90 Enrollment			1984-85 Enrollment
	Regular Students	Bill C-31 Students	Total Enrollment	Regular Students
Kindergarten	3	0	3	
Elementary *	51	6	57	⁴⁴ (This includes kinder- garden)
Secondary *	NA	NA	NA	NA

* elementary school: generally Grades 1-8; secondary school: generally Grades 9-13

BAND MEMBERS LIVING ON-RESERVE AND IN RECEIPT OF POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FUNDING ACADEMIC YEARS 1989-90 AND 1984-85

	1989-90	1984-85
Number Regular Students Receiving Funding	DK	DK
Number Bill C-31 Students Receiving Funding	DK	Not Applicable
Total	DK	DK

4. Social Assistance and Social Development

Social Assistance and Social Development is handled primarily by the regional government's Department of Social Services. The offices for this program are located in the nearby town. There are currently 15 persons on social assistance, three being continuous and twelve of the seasonal variety. The number of persons on social assistance has decreased over the last five years, due primarily to the economic prosperity of the Band over that time period. No information is available on Bill C-31 registrants separately. There has been no noticeable affect on this program from Bill C-31 registrants according to the area supervisor of this department.

Child and Family Care

Child and family Care is handled primarily by the regional government's Department of Social Services. Offices for this program are located in a nearby town. There are approximately 20 families currently using the program. The person interviewed about this, the area supervisor for social services, said that Bill C-31 has had no noticeable impact on this program. In fact, child and family services' number of clients has actually dropped over the passed five years, though no exact figures were available. In talking with the Band Manager, it was learned that the Band runs a summer day camp for children on the reserve.

Care for Seniors

Care for Seniors is administered by the Band, and has been so for the past five years. The Band Manager is the supervisor for care for seniors, and has been in this position for the past two years. There are presently three staff working in this program (The Band Manager and two home care nurses) and the number has not changed in the last five years.

Presently the service provided on the reserve for seniors is mainly home care, but there is a plan to build a seniors care facility on the reserve if funding is approved by the regional government. The home care program looks after both on and off reserve seniors. Currently, there are 38 seniors involved in the program. There have been no requests to date for seniors care from Bill C-31 registrants, but if they were to ask, the same care services given to regular Band members would be supplied to them. There has been no impact from Bill C-31, primarily because no Bill C-31 seniors currently use the services.

SOCIAL ASSISTANCE AND DEVELOPMENT PROGRAMS

BAND MEMBERS IN RECEIPT OF SOCIAL ASSISTANCE

Regular Band Members			Bill C-31 Registrants			Overall		
Seasonal	Continuous	Total	Seasonal	Continuous	Total	Seasonal	Continuous	Total
12	3	15	NA	NA	NA			

SOCIAL DEVELOPMENT PROGRAMS WITHIN THE COMMUNITY AND NUMBER OF PARTICIPANTS

Program	1989			1984
	Regular Clients	Bill C-31 Clients	Total	Regular Clients
ND				

BAND CLIENTS OF CHILD AND FAMILY CARE SERVICES PROFILE

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						20 (families)
Bill C-31 Registrants	Not Applicable					
Total	NA	NA	NA	NA	NA	20 (families)

BAND CLIENTS OF SERVICES FOR SENIOR CITIZENS

	Number of Clients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						38
Bill C-31 Registrants	Not Applicable					0
Total	NA	NA	NA	NA	NA	38

5. Housing and Community Services

a. Housing

The Band manager is also the housing co-ordinator, and has been at this position for two years. This person is the only staff person for the program, and this has not changed in the last five years. The Band started administering this program about five years ago.

When a Band member wants a house, he or she must first apply to the regional housing corporation and the Band Council. Then all applications are screened, and only those in most need of new housing are given the opportunity to receive funding for it. The persons are supplied with a new house only if funding is available from the regional housing corporation.

If an application is approved, the person can pick the land they wish it to be built upon. The Band Council then must approve the site, and if it is not deemed suitable by the Council, an alternate site must be selected by the individual. If no suitable site is selected, a house will not be built. The Band builds the house and retains control it. It is expected for the person who receives the house to put in some "sweat equity" in the construction.

Unfortunately, there is a very long waiting list for new homes. There are as many as 70 persons on the current waiting list. It may take an applicant one or two years to get a new house, but it could take as long as thirty. On average though, it is estimated that it would take about four to five years to acquire a new home. This has not really changed in the last five years, as it was reported that there has been a chronic housing shortage for quite a while at this reserve. Those that live on-reserve get preference over those living off-reserve when it comes to getting a new home. At the present time, no separate funding is available for Bill C-31 registrants who would like to move back on to the reserve. There are four homes currently occupied by C-31 registrants. It is not known how many more C-31 registrants living off-reserve are on the current 70 person waiting list.

Those C-31 registrants who live on the reserve now, have either gotten funding directly from the regional housing corporation in the form of a forgivable loan, or have inherited their residence from a relative who lived on the reserve before the C-31 person's return. This information was obtained directly from the C-31 registrants themselves. There is no separate housing list kept for C-31 registrants, for once it is explained that it may take a very long time to get a house, if ever, the matter of trying to obtain one is usually not pursued further.

As mentioned previously, there is no shortage of land to build homes, only a shortage of funds for the homes themselves.

There are currently 82 homes on the reserve, all of them single dwelling units. Of this total there are approximately 30% which are in satisfactory condition. Twenty percent of the homes on the reserve require some upgrading or renovation work, and 50% need to be replaced completely. For regular Band members living on the reserve, there are usually two homes built every year, started in June and completed by October. There are presently no plans to build

C-31 registrants homes, as no funding is provided separately for them by the regional government. The Band went to the Federal government for help, but was told that the regional government handled all the funding for native housing.

At the present time, Bill C-31 registrants have made only minimal impact on the housing situation, though if funding were available, it was thought anticipated that the impact would be great. As of now though, because "...on-reserve members get preference", there have been few Bill C-31's who have moved back to the reserve. This fact was conveyed to me by the Band Manager.

b. Community Infrastructure

The Band Manager is also generally in charge of the community infrastructure. He has looked after these services for two years, and including himself there are three full-time and one part-time staff in this area. The number of staff have not changed in the last five years. The Band Manager's administrative responsibilities include road maintenance, snow ploughing equipment, the gravel truck, and the water truck. The following systems and facilities are all in reasonably good condition.

Water

Water for the residents of the community is provided by the Band run truck which delivers water once or twice a week, and charges a small fee for the water. The water for home use is held in either holding tanks or barrels, depending on what each particular home has. Approximately 30% of the homes on the reserve have pressurized water systems. One person is in charge of the water delivery on the reserve.

Heating

Most homes are heated by a fuel oil/wood combination. The nearby town has a company which delivers the fuel oil. The wood which is burned for heating is either cut down by the individual home dweller or bought from local suppliers.

Electricity

All homes on the reserve have electricity.

Sanitation and Garbage Collection

The sewage that each home produces is pumped out twice a week by a local company from the nearby town, and the Band itself pays for this service. Garbage is picked up twice a week by the Band run garbage service.

Roads and Transportation System

There is approximately seven miles of road on the reserve, all of it gravel. Because the reserve is located next to a lake and alongside a river, water transportation by boat is quite convenient. There is a winter ice road across the river which connects the reserve to the nearby town, and shortens travelling distance to town by about ten miles.

Community Facilities

On the reserve is located the Band office, a equipment storage garage, the school/gym/library, alcohol and drug treatment drop-in centre, Band company offices, the Band run store, and three churches all of different denominations.

There has been no effect whatsoever on these services and facilities by Bill C-31 registrants at this time on the reserve.

c. Policing

Policing for this reserve is provided by the local detachment of the RCMP located in the nearby town. There is a total of 18 staff at the RCMP station, and this staff looks after the policing for the town of about 4000 people as well as the reserve. Five years ago the amount of staff would have been about the same. In speaking with an official of the detachment, it was learned that Bill C-31 had no noticeable impact on the communities policing policies, or on staff workloads.

d. Fire Protection

A Band counsellor looks after fire protection and has been at the position for about five years. As the fire Chief for the Band, he is responsible for the fire truck and the fire fighters of the community. There are two full-time staff and eight volunteer firemen for this Band. The number of staff has not changed over the last five years. The Band took over responsibility for fire protection about five years ago.

The services consist of one fire truck, a garage to house the truck on the reserve, masks, and coats for the fire fighters. When someone sees a fire, they call a special emergency telephone number which rings in all of the full-time staff and the volunteers homes. There are no records kept on the number of incidences that occur on the reserve, but the number is fairly low according to the fire Chief. If a major emergency could not be handled by the Band fire fighters, then the neighbouring town's fire department could be called in to assist them. There has been no impact from Bill C-31 registrants to date at this reserve on the fire protection services of the community.

6. Health

Health services for the Band are provided by the regional government's Public Health Services office located next to the hospital in the town neighbouring the reserve. The Band's Community Health Representative works out of this office, but was away and could not be reached for an interview. It was learned from the acting nurse-in-charge that there are two staff assigned to the Band, and this had not changed in the last five years.

No figures were available on the number of patients seen over the past five years, but in speaking with the nurse-in-charge, it was felt by this person that no impact had been noticed on the health services of the community by Bill C-31 registrants.

Drug, Alcohol and Substance Abuse Programs

There are two staff for this program on this reserve. One is the alcohol and drug abuse program co-ordinator, and the other is a NNADAP field worker. I spoke to the program co-ordinator, who has only been at the position for a month. It was not known how long ago the Band gained responsibility for this program.

Services provided on reserve include home visits, and at the drop-in centre, individual and group counselling, lectures, school workshops, and referrals to a native drug and alcohol treatment centre in a large urban centre about 600 kilometres away.

There has been no noticeable effect on services by Bill C-31 registrants in this community.

HEALTH SERVICES PROFILE

BAND PATIENTS USING THE COMMUNITY'S HEALTH SERVICES 1984 TO 1989

	Number of Patients					
	1984	1985	1986	1987	1988	1989
Regular Band Members						
Bill C-31 Registrants	Not Appli- cable					
Total	NA	NA	NA	NA	NA	NA

7. Other Programs

As noted under the Program Administration and Funding section, there are five other programs or services offered by the Band to residents of the reserve that have been brought to the attention of the interviewer by the Chief and Band Manager. They are: 1) a recreation program for Band children, 2) medical transportation services for patients (taxi services to nearby health clinic), 3) evening library services for all Band members (twice a week), 4) a land claims selection programs, and 5) a hunters and trappers assistance program. There is no further information known about these other programs.

8. Other Bill C-31 Impacts

Social Impacts

In my interview of the on-reserve school principal, it was noted that there was an impact from the shortage of housing available to regular and Bill C-31 registrants on the school children of the community. Because of the lack of accommodations for families, there are more children than there are rooms in most homes. This makes concentration for school study almost impossible in these homes. The result is poor study habits and a poor school home-work completion rates. Thus, the educational attainment for these students is lower than children who grow up in a less hectic home environment.

One of the regular member interviewed stated, when asked about Bill C-31's who wanted to move back to the reserve "[I] would welcome them back". This person had no problems with Bill C-31 registrants living on the reserve.

One Bill C-31 registrant felt welcome in the community, felt that this was their home, had a right to be here and that the people of this community respected the rights of C-31 registrants. This person said that it was "good to come back home", but they "don't pay for rent or medical".

Another Bill C-31 registrant was being trained for a Band administration position, so some day this person could take over from the current Band Manager some or all of his duties. This same Bill C-31 registrant feels more accepted now than before he gained status. There is a personal satisfaction in being recognized for what you are; a full blooded native. In the past, he felt Bill C-31s were treated like "half-breeds".

Political and Economic Impacts

The Chief, in response to the question on impacts of Bill C-31, said that there is now more work involved in processing housing applications. He also stated that some rules for band membership that the Federal government has always enforced were being questioned by regular and Bill C-31 members. It is not known what steps the Band Council will take to address these concerns. As for anticipated impacts, it was felt by the Chief that jobs will not be as plentiful, with more persons coming back to live on the reserve.

Other than the above concerns, there are no other impacts that have been noted by the interviewer in the visit to this reserve.

CONCLUSIONS

Of all the program and service areas covered in the above report, only housing has been affected by Bill C-31 to any extent. This impact on the housing situation at this reserve can best be described by what has not happened, rather than what has happened. That is, because no funding is available from the regional government for Bill C-31 housing, there have been very few Bill C-31 registrants who have been able to return to live on the reserve. This handicaps the process of native re-unification, and appears to defeat much of the reasoning behind the amendments to the Indian Act of 1985.

Educational services on this reserve have been affected slightly, in that enrolment has increased somewhat. The problems of special programs though, being needed for certain students, already existed before Bill C-31 had any impact.

The rest of the program areas have not been affected in any appreciable way by Bill C-31, and this is mainly due to the fact that so few Bill C-31 registrants live on this reserve at the present time.