



Indian and  
Northern Affairs

Affaires indiennes  
et du Nord

EVOLUTION OF THE  
LOCAL GOVERNMENT PROGRAM

SANDY BAY INDIAN RESERVE

PROJECT #5-2-225  
AUGUST 1978  
(Amended November 1978)

**MANAGEMENT CONSULTING SERVICES**  
**SERVICES DE CONSEILLERS EN GESTION**

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AUGUST 1978  
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M. Brosseau  
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EXECUTIVE SUMMARY

At the request of the Program Evaluation Division, Policy, Research and Evaluation Branch, Indian and Inuit Affairs Program, and with the concurrence of Band Council, the Manitoba Region, and the Local Government Branch, Management Consulting Services carried out a study on the Sandy Bay Indian Reserve with a view to:

- reviewing the evolution of the Local Government process between 1973 and 1977;
- identifying problems in providing effective Local Government;
- making recommendations for improvements where possible.

The study essentially examined two major areas, Administrative Effectiveness and Program Effectiveness, with findings summarized here and detailed in the body of the report.

1.0 Administrative Effectiveness

- 1.1 Band Council has demonstrated its abilities to deal with administrative, organizational and program delivery problems in an active, positive and innovative manner.
- 1.2 The manner in which the Council, its Committees and administrative staff have been operating is not generally recognized as being an effective mode of organization, mainly because of the difficulty in assigning responsibility and accountability.
- 1.3 The Band has significantly improved its overall financial and administrative procedures since the 1972/73 fiscal year. There remains a need to improve internal control in the Social Assistance Program.

2.0 Program Effectiveness

2.1 Education Program

- 2.1.1 The transfer of the Education Program to Band control has been a major influence in achieving significant improvements in educational attainment, drop-out rate, discipline, and staff turnover since 1972.
- 2.1.2 The School Board, with the necessary support from Regional Office, has exercised sound financial control, and dealt effectively with education related problems on the Reserve.

2.2 Economic Development Program

- 2.2.1 The number of jobs on the Reserve has increased significantly since 1972 mainly due to the Local Government providing increased local services. However, the overall unemployment picture has not changed appreciably.
- 2.2.2 The potential for economic development at Sandy Bay is limited. It would be advisable for Band Council, with the assistance of the Region, to address three key issues:
- a. The relationship between the Band's policy of "Indian control over all development on Reserve" and existing Federal and Provincial thrusts to create jobs in depressed areas, to determine whether an adjustment in Band policy might prove advantageous;
  - b. The co-ordination of the activities of the various local organizations involved in economic development.
  - c. The need for properly assessing the feasibility of the Band's project ideas and their possible integration into a comprehensive economic development plan.

2.3 Social Assistance Program

- 2.3.1 The effectiveness of the S.A. Program (meeting basic needs, i.e., food - clothing - housing) could not be evaluated mainly because no Band Researcher was available to conduct the required survey of the Band.
- 2.3.2 Administrative problems resulting in shortfalls in Band funds are mainly attributed to the distribution of Social Assistance benefits from within a small community where objectivity is extremely difficult to attain.
- 2.3.3 There is a lack of emphasis afforded to preventive and rehabilitative programs on the Reserve which are designed to attack the root causes of social and financial need.

2.4 Policing Program

- 2.4.1 The report describes the evolution of law enforcement on Sandy Bay Reserve. At present, a police force has been established under the Dakota-Ojibway Tribal Council and two constables have been assigned to Sandy Bay. This is a recent development and it is too early to assess its effectiveness.

2.5 The Dakota-Ojibway Tribal Council

2.5.1 The report contains a general description of the role that the Dakota-Ojibway Tribal Council plays in promoting Indian involvement in programs for seven Bands in the Sandy Bay area.

2.6 The Evaluation Process and Management Information

2.6.1 There is a need to establish program evaluation criteria at the Band level in order to complete Department-wide thrusts in this direction, and also to provide Band Council with the information required to plan and make decisions.

## RESUME DE L'ETUDE

A la demande de la Direction de l'évaluation des programmes de la Direction des politiques, de la recherche et de l'évaluation (Programme des Affaires indiennes et inuit) et avec le concours du conseil de bande, de la Région du Manitoba et de la Direction des administrations locales, les services de conseillers en gestion ont réalisé une étude sur la réserve indienne de Sandy Bay afin:

- d'examiner l'évolution du processus d'administration locale entre 1973 et 1977;
- de déterminer les difficultés auxquelles s'est heurtée l'administration locale;
- de faire des recommandations quant aux améliorations qui pourraient être apportées.

L'étude a essentiellement porté sur deux secteurs principaux: l'efficacité administrative et l'efficacité des programmes; les résultats qui paraissent ci-après sont décrits plus en détail dans le rapport.

### 1.0 Efficacité administrative

1.1 Le conseil de bande a montré qu'il était capable de résoudre les problèmes d'ordre administratif et organisationnel, ainsi que les problèmes liés à l'administration des programmes de façon active, positive et innovatrice.

1.2 Nous n'avons pas trouvé que la manière dont le conseil de bande, ses comités et son personnel administratif s'acquittaient de leurs fonctions constituait un mode efficace d'organisation. Les principaux problèmes semblent être liés à l'attribution des responsabilités et aux rapports entre les divers niveaux hiérarchiques.

1.3 La bande a grandement amélioré dans l'ensemble ses pratiques financières et administratives depuis l'année 1972-1973. Il reste cependant encore à améliorer le contrôle interne portant sur le programme d'assistance sociale.

### 2.0 Efficacité des programmes

#### 2.1 Programme d'éducation

2.1.1 Le transfert du contrôle du programme d'éducation à la bande a contribué de façon prépondérante aux améliorations importantes survenues depuis 1972 aux plans des résultats scolaires, du taux d'abandon des études, de la discipline et du roulement du personnel.

2.1.2 La commission scolaire, grâce à l'appui qu'elle a reçu du Bureau régional, a pu exercer un bon contrôle financier et résoudre efficacement les problèmes de la réserve liés à l'éducation.

## 2.2 Programme de développement économique

2.2.1 Le nombre d'emplois au sein de la réserve s'est accru de façon importante depuis 1972 grâce surtout aux services plus importants offerts par l'administration locale. Dans l'ensemble, la situation de l'emploi ne s'est cependant pas améliorée de façon appréciable.

2.2.2 Les possibilités de développement économique sont limitées à Sandy Bay. Il serait utile que le conseil de bande examine, avec l'aide de la Région, trois questions essentielles.

- a. la relation entre la politique qu'a la bande "de contrôler tout développement réalisé sur la réserve" et les activités fédérales et provinciales axées sur la création d'emplois dans les régions défavorisées, afin de déterminer s'il ne serait pas avantageux de modifier la politique de la bande à cet égard;
- b. la coordination des activités des diverses organisations locales qui participent au développement économique;
- c. la nécessité de procéder à des études de faisabilité visant à déterminer s'il serait possible de mettre à exécution des projets de la bande et de les intégrer dans un plan d'ensemble de développement économique.

## 2.3 Programme d'assistance sociale

2.3.1 Il n'a pas été possible d'évaluer l'efficacité du programme d'assistance sociale (destiné à répondre aux besoins fondamentaux: alimentation, vêtement et logement) en raison surtout de l'absence au sein de la bande d'un chercheur pour réaliser l'étude nécessaire.

2.3.2 Les problèmes administratifs dont déroule une insuffisance de fonds au niveau de la bande sont principalement attribuables au fait qu'il est extrêmement difficile de faire preuve d'objectivité dans la distribution des prestations d'assistance sociale au sein d'une petite agglomération telle que Sandy Bay.



2.3.3 On n'accorde pas assez d'importance, au sein de la réserve, aux programmes de prévention et de réadaptation, qui ont pour but de s'attaquer aux causes sous-jacentes aux besoins sociaux et financiers.

2.4 Programme de services policiers

2.4.1 Le rapport décrit l'évolution des mesures d'application de la loi utilisées dans la réserve de Sandy Bay. Une force policière a été établie sous l'égide du conseil tribal dakota-ojibway et deux agents ont été affectés à Sandy Bay. Comme il s'agit d'une mesure récente, il est encore trop tôt pour que nous puissions en évaluer l'efficacité.

2.5 Conseil tribal dakota-ojibway

2.5.1 Le rapport décrit de façon générale le rôle que le conseil tribal dakota-ojibway joue pour promouvoir la participation des Indiens aux programmes, dans les sept bandes de la région de Sandy Bay.

2.6 Processus d'évaluation et information de gestion

2.6.1 Il faudrait établir au niveau de la bande des critères d'évaluation des programmes pour suivre les tendances qui se sont manifestées en ce sens dans l'ensemble du Ministère et fournir au conseil de bande l'information nécessaire sur les chapitres de la planification et de la prise de décisions.

## INTRODUCTION

### 1. General

In conjunction with a review of local government undertaken for Restigouche Indian Reserve in the fall of 1977, Management Consulting Services was further requested to undertake a comparative review for Sandy Bay Indian Reserve in Manitoba. The study, which was initiated by the Director, Program Evaluation Branch at National Headquarters, was conducted on behalf of four clients:

Sandy Bay Band Council  
Director of Local Government, Manitoba Region  
Director, Local Government Branch, Ottawa  
Director, Program Evaluation Branch, Ottawa

A copy of the applicable engagement memorandum is attached as Appendix A.

The primary objectives of this study have been:

- to review the evolution of the local government process at Sandy Bay for the period 1973 to 1977;
- to identify any problems experienced by the Band and/or the Department in providing effective local government at the Band level; and
- to make recommendations which will lead to improvements in the Band's ability to manage its own affairs.

The conclusions reached in this report are based on information and data gathered from a variety of sources, much of which is necessarily in the form of subjective impression rather than hard, objective fact. Although a certain amount of "hard" data has been gathered and is used in some instances to validate the more subjective information, the reader must be cautioned not to assume that a pure cause - effect relationship exists. Nevertheless, the team was able to perform an analysis of the Band's administrative component and its program delivery capabilities as an indication of the Band's progress since 1972.

The Study Team wishes to acknowledge the co-operation and assistance extended by numerous Band staff, Band Councillors, and Regional Headquarters personnel during the course of the study, without which the data presented in this report could not have been compiled.

### 2. Methodology

The study consisted of two main phases:

PHASE I : Gathering of basic data (quantitative information) and the identification of areas for in-depth study.

PHASE II: In-depth study of Band programs and issues.

Phase I of the study primarily involved the collection of data from the Band and Regional Headquarters and its compilation into a comprehensive Community Profile (attached as Appendix B). The two fiscal years 1972/73 and 1977/78 were chosen as suitable time periods to permit a before-and-after comparison with regards to the implementation of the Local Government Program at Sandy Bay. One must realize that certain data was simply not available due to the lack of complete historical records and the usual turnover in Band and Departmental staff. Furthermore, it was originally intended, as part of Phase I, to have a Band Researcher, appointed by Band Council, complete a comprehensive housing survey on the Reserve. However, due to Council's concerns with more pressing problems and priorities, the Band Researcher was not appointed, and the housing survey was not completed. Consequently, certain of the information categories are sketchy. Nevertheless, the 1977/78 information is more complete than that for 1972/73, and should provide a suitable basis for future year comparisons.

The data was compiled into a standardized Community Profile format previously developed by the Study Team and consistent with that used for Restigouche Reserve. This format segregates the data under four headings: (1) General; (2) Demographic; (3) Physical; and (4) Economic.

- The "General" section merely identifies the Band in terms of its location, accessibility and size.
- The "Demographic" section identifies certain social changes that occurred between the two time periods in terms of population, education and health.
- The "Physical" section identifies those changes which have occurred in terms of environmental impacts, natural resources, community facilities, housing and protection services.
- The "Economic" section identifies changes which have occurred in terms of employment, welfare, and economic potential.

Phase II of the study comprised an in-depth analysis of the major programs taken over by Sandy Bay Band Council under the auspices of the Local Government Program.

Although definitive objectives/goals have never been established for most of the programs, the Study Team has attempted to assess the relative effectiveness of the programs in terms of problems encountered and achievements realized thus far. In addition, recommendations have been made to the Band Council and the Department where improvements in program administration and/or delivery were thought to be necessary.

3. Purpose of the Local Government Program

The Indian Local Government Program derives its legitimacy from Treasury Board Submission 725973 of April 1, 1974. This submission states in part:

"The Government's objective is, in consultation with Indian and Eskimo peoples, to innovate, support and encourage co-ordinated activities whereby Indians and Eskimos may achieve their cultural, economic and social aspirations within Canadian society. In line with this objective Departmental policy is to assist Councils, at their request and commensurate with their ability, to assume greater responsibility for the management of programs and services which are needed in their community".

The Indian and Eskimo Affairs Program Circulars D-1 to D-4 go on to state the position of the Department and to describe the terms and conditions with regards to the Local Government Program. The following excerpts have been taken from Program Circular D-1:

"Indian Bands have the right to exercise the fullest degree of responsibility for local government that is consistent both with law, and the customs and traditions of the Band".

"Indian Bands can exercise this right and its related obligation without:

- a) diminishing their unique and continuing relationship to the Federal Government; or
- b) relieving the Federal Government of its responsibilities to meet commitments under law or the various treaties; or
- c) affecting adversely the special status of Indians and Indian lands; or
- d) reducing the number or quality of local services available to Band members".

"The Department is accountable to Parliament through the Minister for funds appropriated to it and therefore must establish certain standards for their use".

"The Department will supply Bands with financial and other assistance required to provide local services, within the limits of appropriated funds. It is expected that Indian Bands will contribute to the cost of local services from their own resources wherever this is possible and appropriate".

"A Band Council is responsible for determining the needs, priorities and method of delivery for local services".

"The Department will participate in the planning and/or administration of local services that are managed by a Band Council...when...Departmental funds are contributed to the services".

"In order for Band members to receive the benefits of community control of local services, Band Councils need to develop financial and administrative practices acceptable to the Regional Director General and consistent with...".

## BAND ADMINISTRATION

### 1.0 General

Sandy Bay was one of 2 Bands in Manitoba in 1976/77 that administered all Departmental programs including its Education Program (the other being Fort Alexander) - another 44 Bands administered all programs except Education - the remaining 11 Bands had varying degrees of self-government.

### 2.0 Band Council

Sandy Bay's Council presently consists of a chief, and four councillors. At one time, the Band had a total council membership of 12 in accordance with the Indian Act which recommends one council member for every 100 people. However, such a large council membership resulted in lengthy meetings, difficulties in achieving a quorum, and a membership of questionable quality. It was decided by a majority vote of the Band members at a public meeting in October of 1976 to reduce the Council size to only four Council members plus a Chief. Under this new structure, the Band Council has proven itself to be reasonably responsive to the needs of the community and capable of addressing administrative and program delivery problems in a positive and innovative manner.

Several mechanisms have been put into place by Band Council to encourage public awareness and participation e.g., public meetings are held every few months to discuss significant issues; information letters are periodically distributed throughout the community; plebescites are organized from time to time to test public reaction to certain key issues; audited financial statements are posted in the Band office and the community at large is advised and encouraged to read; Band members are free to attend weekly council meetings and are permitted free access to Band information files.

Prior to November 1976, Sandy Bay Band had always followed the election provisions of the Indian Act (Sections 74 to 80), in electing its Chief and Council to office. As a result of difficulties experienced by the Band with these provisions, a plebescite was held in October 1974 through which an overwhelming majority of voters requested a reversion to Tribal Custom Election Regulations. Final approval for this change was granted at a general Band meeting that same month. The only real difference noted thus far between the two forms of election is

that, under the new terms, a nominee for Chief or Councillor does not have to reside on the reserve, contrary to the existing stipulations of the Indian Act.

3.0 Transfer of Programs to Band

In 1972/73 the Band administered programs accounting for \$678,121 in program and administrative expenditures. By 1976/77 this amount had increased to \$2,329,730. (See Appendix C for a complete breakdown of these expenditures).

Band Council assumed responsibility for the administration of its Programs in the following chronological order:

1. Welfare, 1969
2. Policing, 1972 (Circular 55)
3. Post Office, 1972
4. Recreation, 1974
5. Education, 1974-1975
6. Outreach, 1975
7. Capital Projects, 1975
8. Water, Sewer & Sanitation, 1975
9. Housing, 1975
10. Economic Development, 1977 (D.O.T.C)

4.0 Administrative Organization

In 1972/73 the Band's administrative organization consisted of a Band Administrator, a secretary and a clerk. Also at that time there were three band employees directly involved in program delivery - a welfare worker and two police constables. As at the close of 1977/78 the Band's administrative organization consisted of a Band Administrator, an Assistant Band Administrator, and a secretary. Additionally, there are now some 90 positions involved directly in program delivery, namely:

Welfare Administrator	Homemakers (6)
Assistant Welfare Administrator	Taxi Operator
Recreation Director	School Bus Operators (8)
Post Office Clerk	Public Works Co-ordinator
Outreach Counsellor	L.E.A.P. Worker
Public Health Nurse	Housing Repair (6)
	Capital Housing (6)
Community Health Worker	Road Maintenance (1 plus)

School Staff (52)	Counsellor
<u>D.O.T.C. Employees:</u>	Tribal Government Advisor
Alcohol Worker	Police Constables (2)
Education Guidance	

Until very recently, the delivery of Band managed programs was under the direction of a series of committees - one for each of Education, Social Assistance, Recreation, Health and Economic Development. Each Band Councillor was assigned overall responsibility for a committee, while a Program Administrator was responsible for the actual implementation of each program with the advice and direction of either the committee or the Band Council, or both.

Council recently changed this system such that now all program administrators report directly to the Band Administrator, who, in turn, reports to Council as a whole. The committee structure, however, still exists and is able to communicate directly with the program administrators and influence their actions.

Although this new approach may provide the Council, as a whole, with greater control and co-ordination than previously, it may have further complicated the situation for the program administrators who may now receive direction from three sources (Council, committee, and Band Administrator). In order to avoid resulting conflicts, Band Council may wish to consider modifying the approach so that committees communicate directly with the Council and Band Administrator only, and not with the programs themselves.

5.0 Financial Accounting

As outlined above, the Band has been given increasing responsibility since 1972, both in terms of the number of programs and in total expenditures. While increasing its administrative mandate, the Sandy Bay administration has improved its overall management and administrative practices. The following summarizes the improvements made in the Band's accounting capabilities since 1972.

5.1 1972/73

For the 1972/73 fiscal year the accounting firm of Myers, Norris, & Penny was unable to express an opinion on the financial statements of Sandy Bay Band for the following reasons:



- (a) accounting records were incomplete;
- (b) minutes of council meetings were insufficient;
- (c) the general ledger was out of balance;
- (d) bank accounts were not reconciled;
- (e) other missing documents.

5.2 1976/77

The firm of Wiebe, Wilson, Knowles, & Bretz examined the balance sheet for Sandy Bay as at March 31, 1977 and the statements of surplus and revenue and expenditure for the year then ended. The firm expressed the opinion that "except for the failure to disclose post office operations and the ultimate disposition of the social services deficit, these financial statements present fairly the financial position of the Band as at March 31, 1977 and the results of its operations for the year ended in accordance with generally accepted accounting principles".

The final rating of the Band's audit was considered 'fair' in a range of poor, fair, good, very good. This rating would have been increased to 'good' if it had not been for the problems of internal control in the Post Office and the Social Assistance Program.

At the same time, the Education Program underwent a separate audit by the same accounting firm and received a 'good' rating.

6.0 Administrative Flexibility

The Band is required to prepare a one-year projection of its O&M needs and a three-year projection of capital requirements. This is usually done in the fall of each year with approval being received in February or March. Annual Band budgets are approved against Departmental estimates which are, in turn, limited by the amounts approved by Treasury Board.

Nevertheless, the Band has been given the freedom to modify programs at the local level, establish budgets, and adjust priorities prior to the end of the fiscal year. Monies in one capital or O&M activity/project can be transferred to another accordingly. The only requirement is that the Band must keep Regional HQ informed of the changes, and make the necessary provisions for the changes in its books of account.

7.0 Relationship with Regional Headquarters

Overall, there appears to be a very good rapport between Regional HQ and Band representatives. Regional HQ has been responsive to the needs of the

Band by providing appropriate levels of advice, assistance and program monitoring while fully supporting the Band's desire for local control and autonomy.

The Band's usual sources of contact in the Department are the applicable Regional program representatives. However, significant unresolved issues are frequently addressed directly to the appropriate Assistant Regional Director, sometimes the Regional Director General and, on occasion, even the Assistant Deputy Minister or higher (the latter with Regional HQ support). In addition, regular Band visitations are made by Senior Regional office staff, including the RDG and ARD's, and Regional HQ hosts the all-chief conferences on a semi-annual basis. Since 1975, the Dakota-Ojibway Tribal Council has, in many instances, acted as the voice of its member Bands in dealing with Regional HQ.

In examining the relationship between Sandy Bay and Regional HQ, the Study Team compiled the following financial and man-year information concerning the Manitoba Region:

- Budget expenditures for the Manitoba Region have risen considerably over the last few years (i.e., \$36.7 million in 1972/73 compared to \$87.4 million in 1977/78, in current dollars - this translates to a real increase for the period of 52% in constant dollars\*).
- Man-year consumption for the Region has remained virtually unchanged for that same period (i.e., 734 man-years in 1972/73 compared to 732 man-years in 1977/78, with minimal fluctuations in the intervening years).

## 8.0 Conclusions

- 8.1 The Band Council has demonstrated its abilities to recognize and address administrative, organizational and program delivery problems in an active, positive and innovative manner.
- 8.2 The manner in which the Council, its various Program Committees, and its administrative staff have been operating is not generally recognized as being an

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\*Based on a National Consumer Price Index for the period of 157.0 as provided by Statistics Canada.

effective mode of organization. It may wish to consider the following alternative division of roles and responsibilities:

- a) Band Council - provide overall direction to the Band Manager regarding policies, priorities and budgets for programs.
- b) Band Committees - advise the Band Council regarding improvements in program delivery.
- c) Band Administrator - direct the implementation of programs through program administrators within the guidelines set by Council.

In this way the Council could hold the Band Administrator fully accountable for the delivery of programs, and any confusion at the administration level regarding sources of direction would be reduced.

- 8.3 Since 1972/73 the Band has significantly improved its overall financial and administrative procedures, and at the same time has significantly increased its program and monetary responsibilities. However, the Council must place additional emphasis on improving internal control within the Social Assistance Program.
- 8.4 Regional HQ appears to be providing the Band with an appropriate degree of assistance and autonomy to manage its own affairs in an effective and responsible manner. Band Council has been permitted the flexibility to modify its programs and priorities, and transfer funds accordingly.

EDUCATION PROGRAM

1.0 Background

The Sandy Bay School Building consists of the original 2 classrooms plus offices built in 1904-05, eight classrooms added in 1939, eight more classrooms, a library, a gymnasium, and a home economics room, all added in 1962, and four temporary classrooms. The building was at one time used as a residential school, but this feature was discontinued in 1970.

In 1972/73, the Sandy Bay Band was responsible, through a school committee, for the administration of the transportation program and a training program for the Library Technician and School Maintenance staff. This accounted for an expenditure that year of \$69,030. At that time, responsibility for the overall operation of the school rested with a District School Superintendent at Regional Headquarters.

The grade 9 program was initiated in September 1972. The 1973-74 school year saw the initiation of grade 10, an enrollment of 446 students, the local administration of school transportation, maintenance, and some educational programs such as teacher's aides and school lunches. However, the overall authority of the school committee remained limited.

2.0 Program Transfer

A Local Control Education Agreement was formally signed with the Sandy Bay Band on November 7, 1974. This agreement provided for a Sandy Bay Education Authority with control of all funds relating to the operation of the school program excluding teachers' salary funds. Control over all funds (including teachers' salaries) was transferred to the Education Authority as of September 1, 1975.

The Education Authority consists of a School Board reporting directly to council, with day-to-day operational responsibility vested in a school principal. Major operational decisions are referred to the Executive Director of the School who is a member of the School Board.

In 1976/77, the Education Authority administered expenditures of \$994,239. In the 1977/78 school year, the school had an enrollment of 529 in grades kindergarten to 12, and a staff of 36 including administrative and maintenance staff.

3.0 Program Delivery

Prior to the Band acquiring full control of the Education Program in 1974, there were several major problem areas:

- a. A high drop out rate in the Junior High School grades;
- b. Discipline problems particularly in the Junior High grades;
- c. Abnormally high staff turn-over;
- d. Inadequate physical facilities.

The chart of quantitative indicators at Appendix B shows that there has since been a marked improvement in most of these problem areas.

Since the School Board recognized that administrative changes alone were not sufficient to effect the required improvements in the quality of learning, changes were made in several areas to overcome the root causes of problems a, b and c (e.g., a lack of motivation; the inability of students to identify attainable goals, particularly at the Junior High School level). Following are examples of some of the more profound changes undertaken:

- 3.1 The school has embarked on a more active counselling program employing two professional counsellors and focusing on students and parents alike, thereby extending the school's impact into the community itself. Under the program, appropriate recognition is given to each student's individual achievements, interests, aptitudes and abilities. In addition, students and parents are encouraged to work with individual teachers who serve as 'staff advisors'. These 'staff advisors' assist in the interpretation of work done in school and help students and parents identify realistic educational goals.
- 3.2 The school board has made major revisions in the structure and curriculum of the Junior High School Program, transforming the traditional academic course into a three pipe stream - academic, a trades or community college focus, and an occupational entrance thrust for those who are anxious to enter the labor force as soon as possible. Information sessions and field trips are conducted for both students and their parents, beginning at the grade six level, in order to acquaint them with available options - the basic premise being that a student with a well-defined and positive self-concept who has educational, career, and

social goals in mind will achieve more than a student lacking these qualities.

Furthermore, in the Junior High School Program, students are grouped according to educational goals. This process has had a significant impact on discipline problems and drop-out rates in grades 6 to 10.

- 3.3 The Education Board has individualized the curriculum in the elementary grades, thus allowing a student to participate in courses at the grade level suited to his/her abilities. In other words, a child may be in grade 1 language arts, but grade 3 mathematics. A significant increase in the number of Native teachers and teacher's aides, in conjunction with curriculum changes, has assisted to lower staff turnover and lower the average age/grade placement.

Most of the young children in Sandy Bay come from homes where Saulteaux is the first language. Consequently the teachers in the Primary levels stress Language Arts programs that will not only increase the children's proficiency with English, but will reinforce their ability and pride in their own language. Native teachers and teacher's aides have been concentrated in the lower grade levels since it has been found that a child can understand a concept more easily if it is transmitted to him in his native tongue. Once the child comprehends the concept, then the concept is taught in English. The transition to English is implemented at a gradual pace in grades kindergarten to 3.

4.0 School Facilities

The Band inherited a school building that was overcrowded, inadequate, and deteriorated by age. The school has exhibited difficulties for several years with its sewage, water and heating systems.

A report from the Winnipeg District Fire Commissioner, on October 6, 1976, states, "It is recommended that this facility be replaced at the earliest opportunity by a modern school ... meeting all the requirements of the National Building Code". A host of problems was identified, ranging from inadequate and inconsistent heat distribution to poor water flow. A report on March 1, 1976 by the Medical Services Branch, Health and Welfare states, "At the time of inspection, the physical plant and facilities were below the required health standard".

The Education Board received constant pressure from parents who were very dissatisfied with the school facilities and resulting problems. In turn,

the Board exerted pressure on the Region to construct new facilities. The Board maintained that continued deterioration of the facilities could affect their qualitative program thrusts and unjustly reflect on their ability to manage a school. The Board pressed for action which culminated in a review of the facilities by the Regional Director on April 21, 1976, and a meeting between the Board and Council and the Assistant Deputy Minister on December 21, 1976. The request for funds for the new school is presently before Treasury Board and a working Committee has been established consisting of Board members and officials from Indian Affairs.

5.0 Program Administration

The Education Board has quickly learned to administer its fiscal and budgetary responsibilities within accepted auditing standards. The first Education Audit for the year ending March 31, 1974, contained comments like "No minutes were prepared of meetings during the year, thus there is no indication of the Committee's approval of programs and expenditures", and "Many supporting documents from the early part of the year were missing, thus making it impossible to verify the distribution of many expenditures". This situation has recently improved to such an extent that the audit of March 31, 1977 did not have a single negative comment.

6.0 Conclusions

- 6.1 There have been significant improvements in educational attainment, drop-out rate, discipline and staff turnover in the Sandy Bay School since 1972.
- 6.2 The transfer of the Education Program to Band Control has been a major influence on these improvements.
- 6.3 The School Board has, with the support of Regional HQ, demonstrated its ability to exercise sound financial control and identify and address the root causes of educational problems on the Reserve.

ECONOMIC DEVELOPMENT PROGRAM

1.0 General

The local economic base consists of agriculture (grain, cattle ranching, thoroughbreds), Band operated programs, and a diversity of very small enterprises such as a laundromat, a taxi, school buses, a canteen in the arena, and a contractor for housing construction. There are 737 employable Natives on reserve with 146 of them filling full-time jobs and 148 working part-time, primarily during the summer months. Approximately 20 of the full-time workers live on-reserve, but work off-reserve, and 100 of those holding part-time jobs also work off-reserve, mainly in the vegetable farms adjacent to Portage La Prairie. From time to time the Band is able to obtain funds for special work or training programs, otherwise approximately 75 per cent of employables are unemployed and on social assistance. The average income of those employed full-time has been estimated by the Band Administrator to be between \$10,000 and \$15,000 per year. The total annual reserve income is estimated at approximately \$3 million with government funding accounting for two-thirds of the total.

2.0 Economic Progress

The Band has had several goals to achieve in its Economic Development Program:

- a. To increase employment;
- b. To increase income;
- c. To develop the economic base to its maximum potential.

The statistics in Appendix B indicate that, since 1972, the Band has made significant improvements in both a and b. This has been primarily a result of an increase in job opportunities provided by the Band's assumption of programs formerly administered by the Department, and a slight increase in those turning to agriculture as an occupation. However, these events have not had a significant impact on the percentage of unemployed employables on the Reserve.

There is still the absence of a comprehensive economic development plan to identify what projects are feasible in the short, medium, and long-term, and a co-ordinated plan of action for their achievement. The Band is promoting some ideas for further



development but these need to be integrated into a comprehensive plan.

3.0 Economic Potential

The possibility of a high level of employment remains doubtful at Sandy Bay. The Reserve is situated in an area which has limited economic potential and growth, consisting primarily of agriculture and service based industries. The comparatively low unemployment for the area, estimated at 10-15% during the winter months and 6% during the summer, is not really relevant since the majority of Non-Indians in the area are self-employed (e.g., farmers) while others tend to leave the area unless a job becomes available.

There are several organizations attempting to improve the local economic base:

- 3.1 The Central Plains Development Corporation is a voluntary organization designed to stimulate and promote economic development in the Central Plains Region (a Provincial designation). Each member municipality contributes an agreed amount of \$300 to \$400. In addition, the province provides an annual operating grant of \$36,000. There are seven member municipalities. Three other communities and the five Indian Bands in the Region are not members. The initiatives of the Corporation have resulted in certain industrial additions to the local economic base such as McCain's Foods (200 jobs), Phillip's (100 jobs), and Berkley (40 jobs).

The Corporation has received little support from the Indian Bands in the past and views their positions toward economic development as inconsistent with its objective of attracting industries to the area. Band Councils appear to be interested only in entrepreneurial projects which are situated on-reserve and over which the native community can exercise total control. This policy precludes the possibility of established, non-native companies relocating onto the reserve to generate employment and income.

A recent analysis of the employment situation in Canada shows that:

\*"Of the 181,000 jobs created in Canada between January and May of 1978, 79,000 were in manufacturing, 72,000 in retail and wholesale trade and 45,000 in transport and communications. The public administration sector accounted for only 4,000 new jobs."

Therefore, thrusts by the Federal and Provincial governments to create jobs are primarily designed to encourage existing manufacturers to establish operations in depressed areas. As indicated by the newspaper advertisement (Appendix D) there is fierce competition across Canada among provinces and municipalities to attract jobs. Obviously, no company would relocate to an area where it would be required to turn over control to a local government. A company's first priority is to maximize its profits and return on investment. However, there are obvious financial benefits to the communities in which they locate in terms of taxes, land lease revenues, and long-term meaningful employment opportunities. Other advantages are that these companies have the necessary financial and material resources, expertise, training resources, established markets, and the incentive to adhere to positive productivity standards.

In striving to create employment opportunities for Band members, the Band Council should be aware that the policy of "Indian-controlled" enterprises excludes the Band from Canada's major sources of job creation, i.e., the federal and provincial programs mentioned above.

A study entitled "Barriers to Native Labour Entry and Employment" in the Western Northlands, carried out by Thomas Owen and Associates Ltd. for DREE in 1976, holds that employment creation through "a community-based, marginally self-sufficient economy, has yet to be tested and flies in the face of conventional economic thinking".

Since that study was done, a large number of Indian Economic Development projects have been evaluated and indications are that, in the main, Band-owned enterprises have proven an unprofitable way for Indians to invest their program dollars, both in terms of return on investment and in the creation of long-term meaningful jobs - much of the reason for this is that Band enterprises, apart from their lack of markets, expertise, etc., are generally not profit-motivated and thus find it difficult to compete in the open market. The studies show that more positive (financial) results have been achieved through small projects established by individual, profit-motivated Band members. Many jobs have also been created through the provision of "local services" and this is an area that can possibly be expanded as funds become available - they are

\*Source: Globe and Mail, June 13, 1978.

"labour-intensive" and require a much lower capital outlay.

The Study Team suggests that there may be some advantage in Sandy Bay Band Council becoming involved with the Central Plains Development Corporation. Through such involvement it may be possible to attract non-native companies to the area to increase employment opportunities for Band members, even if not on-reserve. The Corporation expressed interest in working with any Band that wished to improve its economic/employment potential. It would be particularly interested in promoting a small pilot project such as a factory with a 5 to 10 year break-even program. Sandy Bay is sufficiently large to be able to represent itself on the Board if it so desires.

- 3.2 The local municipality of Amaranth, which is directly adjacent to Sandy Bay, has had a Work Activities Project since 1972/73. The purpose is to assist individuals, mostly employables who have had a history of unemployment and welfare, to enter or re-enter the work force by providing work based activities such as carpentry, in combination with group counselling and employability skills (e.g., reporting to work on time). It has had limited success due to a number of factors:
- a. The high number of hard core unemployables who are reluctant to leave the area to seek work;
  - b. The limited employment opportunities in the Region;
  - c. Its trades training was limited as it was not supposed to interfere with or duplicate services offered by local trades contractors.

There has been little direct contact between the Amaranth Work Activities Project and the Sandy Bay Band Council, although A.W.A.P. classes consisted 30-50% of Indian people from Sandy Bay. The A.W.A.P. project is now being moved to Portage La Prairie to enable it to work in closer proximity with the Central Plains Development Corporation.

- 3.3 The Dakota-Ojibway Tribal Council has recently hired an economic development advisor to work with member Bands. The Sandy Bay Band sees this advisor as a person who will be able to develop sources of funding for identified projects and to provide data on the feasibility of various projects to Band Council. The Band still intends to use Regional technical

assistance and funding as one of the resources necessary to assist the Band and Band members to undertake projects and provide employment. The Regional Economic Development Branch welcomes such thrusts but maintains that it is understaffed: each Regional Economic Advisor is presently providing advisory services to approximately ten Bands - the Regional rule of thumb is that a ratio of 1 to 3 is satisfactory and any more than that results in a "watered-down" service.

3.4 There is a Band Economic Development Committee on the Reserve whose main task is to identify feasible projects and to put forth proposals to Council. In addition, there is an Outreach Worker whose emphasis is on providing employment information, counselling and job placement.

#### 4.0 Conclusions

4.1 The absolute number of individuals holding full-time jobs has significantly increased since 1972. This increase, however, has not had a major impact on the unemployment rate at Sandy Bay.

4.2 There are several organizations working to improve the economic base at Sandy Bay and the surrounding area: The Dakota-Ojibway Tribal Council, the Band Economic Development Committee, the Band Outreach Program, the Regional Economic Development Branch of Indian Affairs, the Central Plains Development Corporation, and the Amaranth Work Activities Project. These organizations are essentially uncoordinated and as such do not provide an integrated thrust to significantly improve the employment situation on the Sandy Bay Indian Reserve.

4.3 The potential economic development of the Sandy Bay Reserve appears limited and current Band policy prevents it from taking advantage of existing national and provincial job creation programs. Project ideas by the Band have apparently not been assessed.

#### 5.0 Recommendations

The Band Council, with appropriate assistance from Regional HQ, should address three key issues relevant to economic development on the reserve:

- a. The relationship between Band policy and existing National and Provincial job creation programs to determine whether an adjustment in Band policy might be advantageous.

- b. The co-ordination of the activities of the various local organizations involved in economic development.
- c. The need for properly assessing the feasibility of the Band's project ideas, and their possible integration into a comprehensive economic development plan.

SOCIAL ASSISTANCE PROGRAM

1.0 General

The Social Assistance Program of the Department of Indian and Northern Affairs is designed to provide assistance necessary to maintain health, safety and family unity for Status Indians residing on the reserve. The broad objectives of the program in the Manitoba Region are: "to encourage the individual or family to be self-supporting and self-reliant to the extent individual circumstances permit; to enable individuals and families to assume primary responsibility for managing their own affairs and to participate fully in the life of the community; to nourish and develop individual and family strengths through availability of developmental social services; and to foster the development of wholesome community life".

In the Manitoba Region, the actual amount of financial assistance available to on-reserve Indian applicants is established in accordance with applicable provincial social assistance rates. Assistance is provided based on applicant need under one or more of the following categories:

- (1) Health Reasons; (2) Social Reasons; and
- (3) Economic Reasons.

2.0 Program Transfer

Responsibility for the administration of the Social Assistance Program at the Band level can be allocated in one of four ways:

- a. Department - Departmental staff administer the total Program.
- b. Transitional - a training or remedial phase leading to joint responsibility between the Department and the Band. This arrangement usually implies day-to-day monitoring by Departmental staff, and dual authorization of all expenditures (one Band and one Departmental employee).
- c. Joint - usually applied when Band has encountered difficulties in administering the Program. This arrangement usually implies monthly or quarterly audits of the Program by the department.

- d. Band - Full responsibility for administering the Program rests with the Band. The Band submits all supporting documentation to Regional Headquarters for reimbursement on a monthly basis and provides audited financial statements annually. A Social Services Administrator in the Area Service Center provides advice and assistance to the Band welfare staff as necessary. Overhead funds are provided to each Band based on a percentage of direct aid going to Reserve residents, in accordance with Program circular D-4.

Note: Regardless of the administrative arrangement in force for a particular Band, "Special Needs" disbursements must always be approved by Regional Headquarters in advance.

For the benefit of those working within the S.A. Program in the Manitoba Region, a social assistance manual exists to provide for sound social welfare practices, suitable administrative processes, and the rights and responsibilities of all S.A. recipients and personnel. All S.A. personnel are expected to adhere to the regulations and procedures contained therein, regardless of the administrative arrangement existing between the Department and the Band.

In 1969, Sandy Bay Band Council assumed partial control of the S.A. Program under a "transitional" responsibility agreement with the Department. A Band member, who had been hired by the Department in 1966 as Welfare Administrator, was retained in that position by Band Council until replaced in 1971, and was reinstated in 1973. In 1975, an Assistant Welfare Administrator was hired by Band Council to assist the Welfare Administrator in preparing S.A. applications and completing monthly reports. The duties of cheque preparation and bookkeeping were retained by the Welfare Administrator, who maintains a separate set of books and bank account for the S.A. Program.

Apparently the Band Council rarely becomes involved in day-to-day Social Assistance matters, except in its capacity as arbitrator for applicant appeals, and even that occurs rarely. According to present S.A. regulations, an applicant wishing to appeal a decision made by the Welfare Administrator has the choice of submitting his appeal to Band Council or

directly to Regional Headquarters - recent experience indicates that most appellants take the latter route, reducing the involvement of Band Council to a minimum.

### 3.0 The Incidence of Social Assistance

It is presently estimated that some 85% of all Indian residents of Sandy Bay (an actual average of 71% in 1977/78) receive Social Assistance benefits at one time or another during the year, accounting for approximately \$994,000. in direct aid payments in 1977/78. One of the major causes of this high incidence of Social Assistance is a correspondingly high incidence of unemployment (estimated at 75% of the local labour force compared to an estimate for the surrounding area of 10-15%). In fact, in the past year, social assistance paid out for "economic reasons" at Sandy Bay amounted to \$595,000 (or 60% of the total). This high level of unemployment has resulted, in turn, from a number of factors:

- lack of mobility on the part of Reserve residents;
- lack of education/skills;
- shortage of jobs both locally and throughout the Province;
- lack of individual incentive to work as a result of Social Assistance dependency.

Up until a few years ago in the Manitoba Region, another factor could be said to influence the incidence of social assistance. Program Circular D-4 stipulates that program overhead funding is to be calculated as a fixed percentage of direct program costs. Such a policy is ultimately inconsistent with the objective of reducing the incidence of social assistance, since it encourages Bands to maintain high social assistance payments in order to maximize their overhead contributions received. In recognition of this dilemma, the Manitoba Region discontinued the practice some years ago, and now provides program overhead funding strictly on the basis of identified need. However, the practice is still in effect today in the other Regions of Indian and Inuit Affairs, and for them the dilemma remains very real.

### 4.0 Preventive/Rehabilitative Services

Although the primary purpose of the Social Assistance Program is to ensure that sufficient financial assistance is made available to meet the



basic economic needs of community members, emphasis must also be afforded to the other objectives of the S.A. Program which are to foster the development of wholesome community life and encourage full participation by members.

The responsibility for developing and operating the necessary services to meet this need rests with the Band Welfare Administrator, the Band Council, and the community itself. The role of the Band Welfare Administrator should include not only the provision of financial assistance to those in need, but also the identification of individual and family social problems and the development of suitable approaches to overcome them. These approaches should then be translated, in conjunction with the Band Council and the various functional committees, into actual programs for delivery to the people. Examples of such programs are:

- recreation programs
- youth programs
- day-care programs
- child welfare programs
- employment/community training programs
- alcohol and drug abuse programs
- economic development programs
- homemaker services
- rehabilitation and placement programs
- counselling services to encourage applicants to take part in activities designed to improve their social and economic situation.

In Sandy Bay, certain of these types of programs do exist, particularly in the area of recreation, however far too little emphasis is afforded to their integration into a common plan. What is needed urgently in Sandy Bay is an overall Community Development Plan which integrates the physical social, cultural and economic aspects of the Band into a total community package. The Band Welfare Administrator should play a lead role in the preparation and implementation of such a plan.

5.0 Administration of the S.A. Program

The Band has experienced numerous administrative difficulties since taking over the S.A. Program in 1969:

- For all years up to and including 1975/76, the Band auditors were "unable to express an opinion" on the accuracy of Band Financial statements due to an unsatisfactory state of financial records and books of account.
- In March 1973, as a result of alleged misappropriations of funds by the existing Welfare Administrator, Regional Headquarters initiated a thorough review of Band operations in the form of an early annual audit. The audit review undertaken by the firm of Hastie, Wiebe and Knowles of Winnipeg revealed that all Band records and books of account, including those of the Social Assistance Program, were in a "horrendous" condition and that a number of improper disbursements of Social Assistance funds had indeed been made. The Welfare Administrator was dismissed by the Band Council, the former Welfare Administrator was reinstated, and the RCMP were called in by the Department to further investigate the matter. In spite of these difficulties, in 1974, the Social Assistance Program was turned over entirely to Band control, giving the Band Council full authority over the corresponding funds.
- In 1976/77, although the Band's overall financial and accounting situation had improved significantly, the auditors' statement had to be "qualified" as a result of ineffective internal control practices in both the Social Assistance Program and the Band Post Office. With regards to the Social Assistance Program the audit report revealed that not all welfare expenditures were properly supported by the required B&D (Budget and Decision) Sheets, and as a result several thousands of dollars had not been reimbursed by Regional Headquarters - thus a shortfall or deficit in the Band's Social Assistance funds. Subsequent reviews by the Band have substantiated much of this shortfall resulting in partial reimbursement, however, a similarly large shortfall has occurred for 1977/78 and is presently under investigation by the Band. (It is worthy to note that about one third of the total shortfall has resulted from "Special Needs" expenditures which were incurred by the Welfare Administrator without prior approval from Regional Headquarters). The Band Council remains optimistic that the outstanding

reimbursement funds will be forthcoming, however indications to-date are not encouraging.

The problems that Sandy Bay has experienced with its Social Assistance Program can be said to result from one or more of the following factors:

- lack of suitable training for Band Social Assistance staff (Regional Headquarters has recently designed a 5-Module Training Package which is considered a pre-requisite to employment in the program, however, the Sandy Bay Welfare Administrator has failed to attend);
- inadequate monitoring of the program by the Band Council, the Band Administrator and/or the Department (Area Service Center/Regional Headquarters);
- internal pressures influencing the disbursement of Social Assistance funds;
- conflict of interests on the part of the Band Welfare Administrator.

There is little doubt that all of these factors have contributed jointly to Sandy Bay's present dilemma, but probably the most significant of these is the last one. Perceptions of others involved in the Social Assistance field, including Provincial Government representatives, confirm that the role of the Band Welfare Administrator is something less than desirable. Unlike most non-Indian Social Assistance schemes, all decisions rest with one individual, the Band Welfare Administrator, an individual very much involved in the local community. It is on this individual's shoulders that the "buck" stops. Doubtless it must be very difficult to retain one's objectivity in dealing with close friends and relatives. It is a thankless job at best, and a frustrating and precarious job at the other extreme.

In the Province of Manitoba, responsibility for non-Indian social assistance is shared by the province and the municipality, with the province assuming the major role. At the provincial level, responsibility is again split between a Welfare Field Worker who can make decisions on short-term programs only (accounts for about 5% of the total funding), and a Regional Representative who authorizes benefits from all long-term programs. The Regional Representative has limited direct contact with actual recipients and their communities, therefore decisions made tend to be

impartial and objective, and little local political pressure can be brought to bear on the decision-making process. As has been explained above, this is quite different from the situation that currently exists on Indian reserves which have assumed complete responsibility for their Social Assistance Program.

A number of alternative approaches could be considered jointly by Regional HQ and Band Council to improve the administration of the Social Assistance Program at Sandy Bay. These are:

- a. Return to a "joint" administration arrangement whereby all S.A. disbursements can be closely monitored by the Department. This type of an arrangement is perceived as overly costly and not totally effective.
- b. Return the entire program to Departmental control with the local Welfare Administrator on Staff of the Department. The Study Team feels that this would be a regressive step at this time, although certain Departmental and Band employees believe it is the most practical option available.
- c. Transfer the responsibility for Social Assistance on Reserves to the Province. This is a highly unlikely arrangement considering the Province's reluctance to assume greater responsibility for Status Indians.
- d. Establish a new authority level within the Social Assistance Program (e.g., at the Area Service Center or the DOTC Office in Brandon) under the direction of a qualified Social Worker. This would relieve the local Welfare Administrator of the full burden of Social Assistance decisions. As in the Provincial system, short-term benefits could be approved by the local Welfare Administrator while long-term benefits would require the approval of the next level of authority. The Study Team favours this option since it still permits local Band involvement while increasing the likelihood of impartial decision-making.

## 6.0 Conclusions

The Study Team's assessment of the Social Assistance Program has been limited essentially to an examination of the administrative aspects of the Program. These were found to have serious deficiencies with respect to the accounting system and the degree of objectivity in providing financial

assistance. An evaluation of the Program's effectiveness in terms of meeting the basic needs of the community (e.g., food, clothing, shelter) would have required input from a Band Researcher and completion of the proposed housing survey. Unfortunately, such a survey was not completed due to other Band Council priorities, and therefore no evaluation can be made in this regard.

Analysis of the Study Team's findings suggests that Band Council and Regional HQ staff need to examine four areas which adversely influence the effectiveness of the S.A. Program:

- a. The inherent difficulties of maintaining objectivity in the distribution of S.A. benefits within the confines of a small community.
- b. The introduction and application of a suitable accounting system to improve control over S.A. funds.
- c. The calculation of "overhead" funding on the basis of a formula which will ensure that S.A. funds are not maintained artificially at a high level.
- d. The lack of emphasis afforded to preventive and rehabilitative programs on the Reserve which are designed to attack the root causes of social and financial need.

POLICING PROGRAM

1.0 General

The enforcement of the Criminal Code and provincial statutes on Indian reserves has customarily been the responsibility of the provinces. In Manitoba, as in most other provinces, the RCMP have acted under contract as the enforcement arm of the provincial government, and as the arm of the federal government for the enforcement of the Indian Act and other federal statutes on Indian reserves. However, apart from the enforcement of federal and provincial statutes there has always been a number of areas of local concern to Indian Communities which require policing but which are not looked after by the RCMP e.g., enforcement of Band by-laws, juvenile guidance, maintenance of order for specific functions, policing of property, and other functions normally performed by a village or town constable.

Departmental Circular 55 was introduced in the 1960's to provide for these needs through the employment of "band constables" appointed under RCMP warrant, and funded through the Contributions to Bands program. These constables received direction from Band Councils and guidance from the RCMP. They were unarmed and were expected to refer all cases to the RCMP involving the Criminal Code or other federal/provincial legislation. Their primary role was to work in conjunction with the RCMP and actively enforce existing Band by-laws. Under Circular 55, guidelines were established to regulate the number of constables per reserve (based on population), constable salaries, and other funded items such as uniforms, personal equipment, transportation and administrative overhead. Purchasing of police cruisers and construction of detainee lock-ups were not permissible expenditures from the funds. To appoint a Band member as a constable under this program it was necessary for the Band Council to nominate the candidate(s) by BCR, apply to the local RCMP detachment for certification, and request a "Certificate of Appointment" (to be renewed annually) from the Department.

2.0 Program Transfer

In April 1972, Sandy Bay appointed two full-time Band Constables to police the Reserve under the terms of Circular 55 - likely resulting in a slight decrease in workload for the local RCMP Detachment in Amaranth. For each year 1972/73 to 1976/77, the Band expended approximately \$10,000. of Departmental

funds on its Policing Program. This arrangement continued until 1977 when the newly established DOTC Police Committee assumed full responsibility for providing police services to member reserves.

### 3.0 Program Delivery

Since take-over of the Policing Program in 1972, the Band Council has experienced a number of difficulties both in administering the Program and in providing law enforcement/crime prevention services in general:

- From 1972 to 1977 the Band experienced a high turnover in police staff, often resulting in vacant constable positions for extended periods of time.
- Since the Band Constables were afforded limited powers of arrest and were expected to refer the majority of their cases to the RCMP they were considered by many Band members to be nothing more than "paid stool-pigeons". Such dissatisfaction was common among many Bands.
- According to the area Probation Officer, the crime rate at Sandy Bay, particularly the juvenile delinquency rate, has been on a significant upswing since 1975. The incidence of adult crime, mostly alcohol related, is considered higher than for the surrounding area (even in relation to population density), and the delinquency rate on the Reserve has more than tripled over the past three years. No single explanation can be given for this phenomenon.

In 1976, the RCMP, in conjunction with the Department, developed a new Indian policing proposal known as Option 3B. Under this program, Indian candidates were to be trained and employed by the RCMP as "special constables" with full powers of arrest. The main argument expressed by some Bands against Option 3B was that the RCMP were to retain full control over the constables and thus the total policing program on the reserve. Such an arrangement was naturally inconsistent with a Band's desire for autonomy and local control.

### 4.0 The DOTC Police Force

As a result of Band discontent with the existing Policing Program, in 1977 the DOTC developed its own proposal to replace Circular 55, as an alternative to Option 3B. On November 1, 1977 the DOTC Police Committee was officially established, through an

agreement with DIAND and the Provincial Attorney General's Department, to provide policing services to the seven member reserves of the DOTC.

The Committee is comprised of a representative from each member reserve (usually the Chief), as well as one representative from each of DIAND, the RCMP, and the Provincial Attorney General's Department. The police force, itself, consists of a DOTC Police Chief headquartered in Brandon, and nine Indian Constables assigned to the member reserves. Two of the nine constables have been assigned to Sandy Bay, however, all will be subject to transfer from one DOTC reserve to another.

It is worthy to note that the resident constables will be responsive, but not directly responsible, to individual Band Councils (i.e., they will receive direction from the Police Committee). Furthermore, they have been certified under the Manitoba Police Act as "peace officers" and as such will have the same powers of arrest, both on and off the reserve, as does any law officer of the province (including the RCMP). They will be armed and will have the power to enforce all federal and provincial statutes as well as Band by-laws. Notwithstanding, it is expected that the constables will function in close co-operation with the RCMP - the RCMP will be called in to investigate major offences (i.e., felonies) since they have the necessary team and expertise; similarly, it is hoped that the RCMP will consult the local constables prior to making arrests or taking other action on the reserve. Misdemeanors will be handled exclusively by the Indian constables who will lay charges and refer their cases through the provincial judicial system. In the near future, the DOTC hopes to establish its own Justices of the Peace to preside over local court matters i.e., the enforcement of Band by-laws.

It is also worthy to note that during the past year all DOTC Bands have enacted a common set of 17 by-laws to replace those various and sundry by-laws previously in force. It is now the responsibility of the police constables to begin enforcing these by-laws to the maximum extent possible, consistent with local circumstances and needs. This will surely be a test of the effectiveness of the new program.

The new force is being funded directly to the DOTC through an agreement between DIAND and the Provincial Attorney General's Department. For example, of the \$234,255. projected total



requirements for 1977/78, DIAND agreed to fund \$140,550. or 60%. From these funds the force has been provided with fully equipped police cruisers (7 in total) and all necessary personal equipment, including uniforms and revolvers. Constable residences/offices have been provided for five of the nine constables (none at Sandy Bay to-date) and a request has been sent to Regional Headquarters to fund four additional residences/offices and six detainee lock-ups.

The constable candidates recently completed a 9-week special training course provided by the RCMP Academy in Regina and funded by the Solicitor General. As a result, the force did not actually become operational until April 1978.

#### 5.0 Conclusion

Since the new police force has only recently become fully operational, it is yet too early to assess how successful it will be in terms of law enforcement and crime prevention. Undoubtedly, it will require a great deal of Band Council and community support. There has been some concern expressed by the RCMP that the new constables may have some difficulty in the early stages due to the absence of supervised on-the-job-training following their course (it has been the practice in the past to provide six months of closely supervised on-the-job field training to all graduates of the RCMP Academy in Regina, Indian Constables included).

In any case, the fact that there now exists such a police force does indicate the progressive nature of the DOTC and its member Bands. How successful the constables are in enforcing the new Band by-laws should be an early test of the potential effectiveness of the Program.

THE DAKOTA - OJIBWAY TRIBAL COUNCIL

1. General

The Dakota - Ojibway Tribal Council (DOTC) was incorporated in August 1974 to provide a unified approach to the development of Band Local Government as expressed by the "Nine Points" of "Wahbung". The guiding philosophy of the DOTC is simply: "Indian control of Indian development". In general, the DOTC acts as a service agency to seven member Bands (originally ten) in the Southwestern part of Manitoba, namely: Sandy Bay, Rosseau River, Long Plains, Dakota Plains, Swan Lake, Oak Lake, and Birdtail Sioux. Some 4,800 Status Indians are represented by the Council, approximately one-third of them from Sandy Bay.

The DOTC is governed by a Board of Directors comprising the incumbent chiefs of the seven member reserves. Sandy Bay, being the largest of the member reserves naturally has a strong voice in Council affairs. The principal officers of the DOTC consist of a Tribal Administrator and a Tribal Accountant. There are presently some 35 staff positions involved in running the various programs and providing clerical support. In addition, the DOTC maintains a close working relationship with the Manitoba Indian Brotherhood through the MIB's Vice-President for the Southwest Region.

2. DOTC Programs

Since 1974 the DOTC has been instrumental in developing and delivering a number of programs for the benefit of its member Bands. Its main concerns thus far have been unity, education and economic development, with present emphasis being afforded to the latter. Following is a brief history of the programs and activities undertaken by the DOTC since its inception:

- a. Tribal Government Advisors - 1974 - funded by DIAND - presently two positions - have assumed the role of the Local Government Advisor positions previously held by the Department.
- b. Cultural Education Program- 1974 - funded by DIAND (directly from Ottawa Headquarters) - presently six positions - to promote and preserve the Dakota - Ojibway culture and create a better understanding of it by the larger society.
- c. Administration and Accounting Advisory Services - 1975 - the DOTC Administrator and Accountant fill this role secondarily - Instrumental in providing

advice on the preparation of Band administrative manuals and have been involved in implementing a Band computer accounting system now employed by two Bands (Sandy Bay included) and in the developmental stages for a third.

- d. Native Alcohol Abuse Program - 1976 - funded by National Health and Welfare, Medical Services - presently seven positions - engendering local community support and initiating community programs in an attempt to deal with the root causes of alcohol abuse.
- e. Housing Inspection - 1976 - funded by DIAND - one inspector position - to carry-out the housing inspection function previously handled by the Department; has also become involved in bulk purchasing arrangements for building materials.
- f. Education Guidance Counsellors - 1977 - funded by DIAND - presently two positions - provide guidance through local Home and School Organizations or School Committees concerning reserve educational programs and student progress. For reserves like Sandy Bay, that already have a total educational program, the counsellors provide post-secondary placement assistance.
- g. Policing Program - 1977 - funded jointly by DIAND, the Provincial Attorney General's Department, and the Solicitor General - presently ten positions - the provision of comprehensive policing services to all member reserves (for more information refer to the section of this report entitled "Policing Program").
- h. Fire Prevention - 1977 - funded by DIAND - presently one position - the incumbent, who was hired in November 1977 and is presently under training with the Departmental Fire Prevention Officer, will be responsible for promoting fire prevention programs on each reserve; will also be advising Bands on their fire-fighting needs in terms of equipment and personnel.
- i. Socio-Economic Development Program - March 1977 to March 1978 - employed seven field workers - funded by LEAP - this 12-month program, now dissolved, was designed to identify the socio-economic potential of each reserve. Results were not up to expectations (some surveys were completed but little use has been made of them): the position of Economic Development Officer in the DOTC remained vacant until April 1978, thus little direction or co-ordination of the LEAP funded program was possible; furthermore, no

suitable training was provided to the seven field workers.

- j. Social Advisory Program - 1977 - funded by DIAND - presently one position - a pilot project geared to solving significant social problems being experienced by Long Plains and Dakota Plains.
- k. "DOTC News" - 1977 - a newspaper published every 2 months by the DOTC and distributed free to all member reserves in quantity.
- l. Summer Student Employment Program - annually for 3 months - funded by DIAND, Secretary of State, and the City of Brandon - the actual projects and funding vary (students hired under this program were instrumental in publishing the first "DOTC News" in the summer of 1977).

3. DOTC Funding

Total funding for DOTC programs now exceeds \$1 million per annum from all sources, approximately 70% of which is in the form of direct contributions from DIAND. Contributions from member Bands to cover administration and overhead costs are minimal and on a purely voluntary basis (i.e., ability to contribute). Due to the present economic state of most member Bands, this arrangement is unlikely to change in the foreseeable future. Although Program Circular D-2 stipulates that special overhead funding for Tribal Councils will cease after the third year of operation, the DOTC has reached an agreement with the Department to continue third year funding arrangements until such time as the administration of the DOTC becomes financially independent (expected in 2-3 years).

The DOTC expects to achieve this state of financial independence (i.e., support of its own "core" operation), primarily through the efforts of Dakota-Ojibway Investments Limited, an investment/management body incorporated in April 1978. This body has been named responsible for the development and management of the new DOTC office complex now under construction in Brandon (expected occupancy in August 1978) as well as a number of smaller entrepreneurial ventures also in Brandon (e.g., gas station, recreational facilities, bulk purchasing lumber operation, etc.). With respect to the office complex, in addition to providing office space to the DOTC, the 9600 square foot building will house a Native cafeteria/restaurant, and space will be available for leasing to outside interests (e.g., hairdresser). Half of the total estimated cost of \$200,000. is being met through grants from DIAND and DREE

and the remainder through a bank loan to the DOTC (without Departmental guarantee).

4. Primary Objective

The ultimate aim of the DOTC is to take-over all transferable programs from DIAND and other funding agencies, develop workable systems for their administration and delivery, and gradually turn them over to member Bands at a pace consistent with the Bands' capacity to manage them. Of course, it has been recognized that certain programs are best managed on a long-term basis through a unified effort e.g., policing, cultural development. Therefore, it is intended that the control of such programs will remain with the DOTC on a permanent basis. Furthermore, as is presently the case, the DOTC will act as a monitoring agency, in conjunction with the Department, for all programs taken over by member Bands.

5. Achievements To-date

Without question the DOTC has been a positive influence on the pursuit of self-determination and local government by its member Bands. In many instances it has provided a strong support vehicle for its member Bands in negotiating with Regional HQ. In addition, it has played a lead role in assuming and developing programs formerly administered by the Department.

Although most of the programs taken over by the DOTC are of a long-term nature and, therefore, not evaluable in the short-run, there have been certain measurable achievements to-date which are worth highlighting:

- the monitoring of all Band programs in conjunction with DIAND and the development of standardized administrative and accounting practices at the Band level have resulted in an increase in the number of unqualified Band audits, from 1 in 1975/76 to 4 in 1976/77 (out of a total of 7);
- in April 1977, all member Bands enacted a common set of 17 by-laws in conjunction with the new DOTC policing program;
- the publishing of "DOTC News" provides a source of information to Band members regarding the activities, accomplishments and aspirations of their own and neighbouring reserves.

### THE EVALUATION PROCESS AND MANAGEMENT INFORMATION

In line with the present Treasury Board thrust for improved decision-making information and program evaluation criteria, there is a requirement for each government program to establish precise (and preferably measurable) objectives/sub-objectives, identify suitable "indicators" that will represent the extent of fulfillment of these objectives, and compile appropriate data (quantitative and qualitative) as a basis upon which to evaluate the program's relative success. Success of a program is to be measured in terms of "value for money" i.e., achieving desired results (objectives) at minimum cost. This demands the measurement of actual inputs and actual outputs, and a comparison to planned inputs and planned outputs.

It was apparent early in this study of local government at Sandy Bay that precise and measurable objectives/sub-objectives had never been articulated for most of the programs nor had any concerted effort been made to identify mutually acceptable "indicators" of success. Furthermore, throughout the study, the study team found it considerably difficult to collect valid historical data to complete the community profile. This was particularly noticeable the further back in history that the team attempted to look.

The Program Statistics Division at National Headquarters does compile a considerable amount of statistical information respecting Indian Bands. However this is usually compiled from a national perspective - rarely by individual Band, and even then only for a sample of Bands. In addition, the categories of information do not necessarily reflect the total picture of any one program for purposes of evaluation. During the study, Regional Headquarters and the Band itself were able to provide certain amounts of quantitative data concerning their specific programs, however, this data was often found to be incomplete and again did not provide a total picture of the activities of the programs. As a result most of the data presented in the community profile had to be compiled by the study team through numerous personal interviews and tedious file searches.

The Study Team believes that it would be in the Band's best interest if Band Council were to establish precise objectives for its various programs, identify criteria and indicators of program success, and begin to compile comprehensive information relative to its program operations. Such an approach would not only facilitate decision-making by Band Council but would also provide the information needed to solicit program support from the Department.

ENGAGEMENT MEMORANDUM

Project Number: 5-2-225

Clients:

- Band Council, Sandy Bay Reserve
- Director, Local Government Branch, Ottawa
- Director, Program Evaluation Division, Ottawa

Project Managers:

- Howard Starr, Chief, Sandy Bay Reserve
- Band Administrator, Sandy Bay Reserve
- Peter Phillipoff, Program Evaluation Division, Ottawa
- Brian Eardley, ARD Local Government, Manitoba Region
- Bernard Pelot, Management Consulting Services (M.C.S.)

Project Team:

Consultant:	Michael Brosseau
Band Researcher:	(to be nominated by Band Council)
M.C.S.:	Terry Henderson

Objectives:

To review the evolution of the local government process at the Band level between 1973 and 1977, to identify the problem in providing effective local government on the Sandy Bay Indian Reserve at both Band and Regional levels and, to make recommendations which would lead to improvements in the Band's ability to manage its own affairs.

Terms of Reference:

The review will include:

1. Developing a Reserve socio-economic profile for 1972 and for 1977, to illustrate the changes that have taken place in the five year period.
2. Developing a history of the various programs taken over by the Band Council during the years 1973 to 1977, including in Phase II, an in-depth study of selected programs and projects.
3. An examination of the present organization, systems and procedures employed in the local government administration, and the interaction between the Regional organization and the Band. Included will be an examination of the extent of Program versus Administration responsibilities for the various activities.
4. An examination of the effectiveness of the Band/Region relationship and its channels of communication, from both the Band and Regional Office points of view. (Note: This could be expanded to include the relationship with the Tribal Council).

5. An analysis of findings and the development of conclusions and recommendations toward improvement in Indian Affairs Program delivery and local administration.
6. The Sandy Bay Band Council will have full authority to release documentation and any information related to the study to be conducted under this agreement.

Project Organization:

The Project Managers will provide overall direction to the Project Team, and will review progress periodically throughout the study as follows:

- Approval of Engagement Memorandum with Consultants;
- Approval of Outline for Information Base and format to gather data;
- Approval of approach for documentation and for carrying out of In-depth Study;
- Review of analysis, conclusions and recommendations.

The project will consist of two main phases:

PHASE I : Gathering basic data (quantitative information) and identification of areas for In-depth Study.

PHASE II: In-depth Study; development of conclusions and recommendations; presentation of findings to Band, Region and H.Q. clients; and preparation of final report.

Study Output:

Management Consulting Services will provide the clients with verbal presentations of findings and recommendations, followed by a written report as directed by the clients, within three weeks following presentation.

Study Costs:

There will be no charge for salaries of staff from Management Consulting Services. Salary for the Band Researcher and cost of travel and printing of final report will be borne by the Policy, Research and Evaluation Branch, Ottawa, and is estimated at \$7,600.00.

Client Financial Code: 2-01-131-4840-000-00

Approved:

Howard Starr, Chief, Sandy Bay Band  
Brian Eardley, Manitoba Region  
A. Gratias - Director - Program Evaluation Division, Ottawa  
P. Kyba - A/Director - Local Government Branch, Ottawa  
M. Sims - Chief - Management Consulting Services, Ottawa



Band Community Profile

Sandy Bay

Comparative Profile for 1972 and 1977

Key:

- (1) - The information was Not Available.
- (2) N/A The information was Not Applicable.
- (3) (in constant dollars) Indicates that a calculation has been made to translate current 1972/73 and 1976/77 dollars to constant dollars for ease of comparison. The calculations have been based on a National Consumer Price Index for the period (1972/73 as base year) of 157.0 as provided by Statistics Canada.

A. GENERAL

1. Identification  
Band - Sandy Bay #31  
Tribe - Dakota-Ojibway  
Region - Manitoba  
District - Manitoba Regional District
2. Location - situated on the west shore of Lake Manitoba (21 miles north of the southern end); just off Highway #50; 3 miles south of the town of Amaranth.
3. Neighboring Population Centres - (i.e., within a 200 mile radius).
  - a. Amaranth - 3 miles north, population 400, nearest local business centre (minimal facilities).
  - b. Langruth - 13 miles south, population 400 to 500.
  - c. Gladstone - 40 miles south-west, population 3,000.
  - d. Alonsa - 25 miles north, population 400.
  - e. Portage La Prairie - 60 miles south, population 13,000, main service and commercial centre for the Region.
  - f. Winnipeg - 110 miles south-east, population 500,000, the major employment and commercial/service centre for the Province.
  - g. Brandon - 120 miles south-west, population 40,000.
4. Band Classification - Rural (in excess of 40 miles from an urban centre of at least 10,000 population, and having year-round road access).
5. Number of Reserves for this Band - One.
6. Total Acreage - Reserve and Crown Land - 12,000 usable acres (originally 16,000 acres of which 4,000 acres have since been covered by water and marsh).

B. DEMOGRAPHIC

1. <u>Population</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
a. <u>Band Population</u>			
Living On-Reserve	1041	1302	+25%
Living Off-Reserve	518	492	-5%
TOTAL	<u>1559</u>	<u>1794</u>	+15%
b. <u>Reserve Population</u>			
Band Members	1041	1302	+25%
Members of Other Bands	75	100	+33%
Non-Indian Residents	32	20	-38%
TOTAL	<u>1148</u>	<u>1422</u>	+24%
c. <u>Family Units</u>			
Number of Family Units	137 (1974)	-	

2. <u>Education</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
<u>a. Program Scope</u>			
(1) Grade levels offered: (*Grade 10 was first offered in 1973/74, Grade 11 in 1974/75, and Grade 12 in 1975/76) (*K = Kindergarten)	K to 9	K to 12	+
(2) Adult Education Courses	Ø	2 (Agriculture and Welding)	+
<u>b. Students</u>			
(1) Enrollment by Grade Level:			
- Grades Kindergarten to 5	346	339	-2%
- Grades 6 to 10	100	179	+79%
- Grades 11 to 12	<u>N/A</u>	<u>11</u>	
TOTAL	446	529	+19%
(2) Drop-out Rate:			
- Sandy Bay - Grades 6 to 10	24%	15%	-38%
- Provincial - Grades 6 to 10	-	7%	
(3) Failure Rate: - -			
(4) High School Graduates:	Ø	3	+
(5) High School Graduates Continuing to Higher Education:	N/A	3	
(6) Average Age by Grade:			
- Grade 6	14	12	-14%
- Grade 8	16	14	-13%
(7) Average Grade Level Attained by Adult Residents (18 years and over)	-	5 (estimated)	

	<u>1972</u>	<u>1977</u>	<u>% Change</u>
c. <u>School Staff</u>			
(1) Staff Categories:			
- Non-Native Teachers	19	22	+16%
- Native Teachers	Ø	8	+
- Native Teacher's Aides	4	8	+100%
- Administration and Maintenance	6	14	+133%
TOTAL STAFF	<u>29</u>	<u>52</u>	+79%
(2) Student/Teacher Ratio:			
- Sandy Bay	19 to 1	14 to 1	-26%
- Provincial	20 to 1	18 to 1	-10%
(3) Average Salaries:			
- Non-Native Teachers	\$7,000	\$12,500	+14% (in constant dollars)
- Native Teachers	N/A	\$12,500	
- Native Teacher's Aides	\$3,300	\$7,000	+35% (in constant dollars)
(4) Staff Turnover:			
	25%	3%	-88%
d. <u>Education Costs Per Pupil:</u>			
- Sandy Bay	-	\$1,879	
- Pine Creek School Division (a Non-Indian School Board in the Sandy Bay vicinity)	-	\$1,557	
- Provincial	-	\$1,718	

3. Health

a. Major Health Problems

- Diabetes
- Cardiac problems
- Hypertension

b. Statistics

No relevant health statistics were available for Sandy Bay. However, information obtained from the Manitoba Region Medical Services Branch indicates that hospital utilization by Sandy Bay residents was "normal" in 1976 as compared to other Indian Bands.

C. PHYSICAL

1. Environmental Impacts

- neighbouring farming communities
- Lake Manitoba beachfront
- little or no local industry

2. Natural Resources

a. Renewable

- Rich agricultural land for grain crops
- Suitable pasture land for cattle
- Limited and seasonal fishing and trapping

b. Non-Renewable

- Gypsum (open-pit mining has been active in the area)

3. Community Facilities

a. Schools

- Sandy Bay School

- 8 classrooms - 1939 (deteriorated by age and use - identified as a fire and health hazard)
- 8 classrooms, library, gymnasium, home economics room - 1962
- 4 temporary classrooms

The construction of a new school building is presently pending approval by Treasury Board (estimated cost \$2 million).

b. Churches

- One community church - Roman Catholic - approx. seating capacity 100.

c. Medical Facilities

(1) Hospitals: None on Reserve, the nearest hospital is 45 miles away in Gladstone.

(2) Medical Services:

- Medical services are provided by a resident Public Health Nurse and a Native Community Health Worker operating out of the school, in conjunction with regular visits by a Doctor (3 times weekly) and a Dentist (every 2 weeks). Ambulance facilities are provided by taxi service dispatched by a part-time employee in the medical centre.

- The medical facilities are primarily concerned with treatment, although certain health education and preventive programs are being offered.

d. Recreation Facilities

- Arena, sports grounds, horse-race track, beach, snowmobile club (all developed since 1972).

e. Libraries

- One in school (existed prior to 1972).



f. Community Halls

- space utilized in arena for bingo's, etc.  
(developed since 1972)

g. Day Care Centres

- None

h. Utilities

- Prior to 1972: water, sewer and fire hydrants for Townsite area
- Additions since 1972: telephone service, private baths in all homes, a few street lights

i. <u>Roads</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
Gravel Surface	16 miles	24 miles	+50%
Dirt Surface	<u>4</u> miles	<u>8</u> miles	+100%
TOTAL	<u>20</u> miles	<u>32</u> miles	+60%

j. Sidewalks

- None

k. Other

- Prior to 1972: pumphouse, warehouses (2), teacherages, Indian Agent's house, small store
- Additions since 1972: Band Office, laundromat, equipment storage shed, Post Office in Band Office Building, various Farm Implements, confectionary in arena

4. <u>Housing</u>	<u>*1975</u>	<u>1977</u>	<u>% Change</u>
a. <u>Number of Houses on Reserve</u>	160 (120 in 1972)	195	+22% +63%
- Occupied	-	-	
- Vacant	-	-	
- Under Construction	-	-	
b. <u>Size of Houses</u>			
- Number of Rooms	-	-	
- Average Square Footage	-	-	
c. <u>Condition of Houses</u>			
- Good	76	-	
- Needs Major Repairs	65	-	
- Needs replacement	19	-	
d. <u>Occupancy</u>			
- Average Number of Occupants per House	-	-	
- Number of Houses Accommodating more than one Family Unit	-	-	
- Number of Houses Considered Inadequate for Occupants	-	-	
e. <u>Houses with Facilities</u>			
- Electricity	132	-	
- Piped Sewer	0	-	
- Septic Tank	5	-	
- Running Water	3	-	
- Indoor Toilet	18	-	
- Indoor Bath	5	-	
- Telephone	72	-	
f. <u>New Houses Required</u>	-	-	

\* Information obtained from a Departmental Housing Survey conducted in 1975.

5. <u>Protection Services</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
a. <u>Police Protection</u>			
(1) <u>Incidence of Crime:</u>			
- Number of Crimes Reported	-	-	
- Number of Arrests	-	-	
- Number of Adults Charged	-	-	
- Number of Juveniles Charged	12	36	+200%
- Number of Charged Delinquencies (i.e., total incidents)	19	90	+374%
- Number of Juveniles on Reserve (Ages 14 to 17)	160	225	+41%
- Percentage of Juveniles Charged	8%	16%	+100%
(2) <u>Police Forces</u>			
<u>Band</u>			
- Number of Band Constables	2	2	No Change
- Equipment and supplies (until commencement of DOTC Policing Program in late 1977)	limited	limited	No Change
- Powers of arrest	limited	limited	No Change
<u>Other Police Forces</u>			
- Number of RCMP Constables in local area (Amaranth Detachment serving 900 sq. miles)	5	6	+20%
b. <u>Fire Protection</u>			
(1) <u>Incidence of Fire:</u>			
- Number of major fires on Reserve	1	1	0%
(2) <u>Fire Protection Forces:</u>			
- On-Reserve Facilities	None	None	No Change
- Facilities in local area (Amaranth) - do not serve Sandy Bay	Volunteer Fire Dept. - Firehall - 1 truck w/pumper	(Same)	No Change

D. ECONOMIC

1. <u>Employment - Actual</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
a. <u>Actual Reserve Labour Force (i.e., Native Employables):</u>			
- Male	310	384	
- Female	295	353	
TOTAL	<u>605</u>	<u>737</u>	+22%
b. <u>Employment of Native Employables:</u>			
- Man-years of Full-time Native Employment	46	146	+217%
- Man-years of Part-time Native Employment	<u>17</u>	<u>37</u>	+118%
TOTAL MAN-YEARS	63	183	+190%
- Percentage Employment of Actual Labour Force	10%	25%	+150%
c. <u>Non-Indian Employment on Reserve:</u>			
- Number of Full-time jobs on Reserve filled by Non-Indians	21	20	-5%
- Expressed as a Percentage of Total Full-time Jobs	31%	12%	-61%
d. <u>Annual Employment Income: (Estimated)</u>			
- Average per Full-time Native Employee	\$7,500	\$12,500	+6% (in constant dollars)
- Average per Native Employable	\$781	\$3,104	+153% (in constant dollars)
- Average per Capita (Native residents on reserve)	\$423	\$1,632	+146% (in constant dollars)
- Total Band Income from Employment	\$472,500	\$2,287,500	+208% (in constant dollars)

	<u>1972</u>	<u>1977</u>	<u>% Change</u>
e. <u>Sources of Native Employment:</u>			
<u>On-Reserve (Man-years)</u>			
- Band Administration and Program Staff (excluding school)	6	33	
- Sandy Bay School	6	16	
- Agriculture	12	35	
- Farming: wheat, barley, oats, flax, rapeseed, summerfallow			
- Beef Cattle Ranching			
- Fishing and Trapping (limited and seasonal)	-	-	
- Miscellaneous entrepreneurs, contractors, maintenance, vehicle/equipment operators (e.g., arena, laudromat, etc.)	-	-	
- Local Initiative Projects (Temporary/seasonal)	-	-	
<u>Off-Reserve (Man-years)</u>			
	-	50	(estimated)
- Agriculture (through Man. Farm Workers' Assoc.)			
- Entrepreneurial Activities (e.g., Thompson's General Store, Lone Spruce Construction)			
- Service industries			
- Employment/Training Projects (e.g., AWAP)			

2. <u>Social Assistance</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
<u>a. In Terms of Population:</u>			
- On-Reserve Population (excluding Non-Indian residents)	1116	1402	+26%
- Number of Social Assistance Recipients (monthly average)	781	997	+28%
- Percentage of Population receiving benefits	70%	71%	+1%
<u>b. In Terms of Employables:</u>			
- Employables on Reserve	605	737	+22%
- Employables receiving S.A. benefits	559	591	+6%
- Percentage of Employables receiving benefits	92%	80%	-13%
<u>c. Average Monthly Caseload:</u>			
- Families (average of 5 members per)	-	173	
- Individuals	-	88	
TOTAL MONTHLY CASELOAD	-	<u>261</u>	
<u>d. Social Assistance Costs:</u>			
- Total Cost on Reserve	\$360,000 (1972/73)	\$851,500 (1976/77)	+50% (in constant dollars)
- Per Capita Costs	\$323	\$607	+20% (in constant dollars)
- Average Cost per Recipient	\$462	\$854	+18% (in constant dollars)
- Average Cost per Case	-	\$3,262	

3. <u>Total Reserve Income</u>	<u>1972</u>	<u>1977</u>	<u>% Change</u>
a. Income from Employment (estimated)	\$472,500	\$2,287,500	+208% (in constant dollars)
b. Income from Social Assistance	<u>\$360,600</u>	<u>\$851,500</u>	+50% (in constant dollars)
TOTAL	\$833,100	\$3,139,000	+140% (in constant dollars)
c. Reserve Income Per Capita	\$726	\$2,207	+94% (in constant dollars)

4. Band Economic Development

a. Existing Local Economic Activities:

On-Reserve

- Agriculture (grain crops and cattle) - some 7600 acres in use as farm and pasture land
- Band Administration and Programs
- School
- Fishing and Trapping (limited and seasonal)
- Laundromat (owner operated)
- Automobile Maintenance
- Small Contractors
- Arena

Off-Reserve

- Agriculture
- Grocery/hardware stores
- Service stations
- Other entrepreneurial activities and small industries

b. Economic Potential:

- Numerous opportunities remain to be explored on the Reserve and in the immediate vicinity to improve the present economic and employment situation for Sandy Bay (see list of possible opportunities below). However, it is estimated that such opportunities, if pursued to their fullest, could add a maximum of 200 man-years of full-time employment and 50 man-years of part-time employment. This would still leave a considerable level of unemployment on the Reserve (i.e., some 40%), a level which must be accepted as inevitable given the Reserve's present location, population and economic potential.

Possible Economic Opportunities

- increased agricultural activity (farming and cattle) both on and off the Reserve
- increased employment in existing local industries (e.g., McCains employing 200; Phillips employing 100; Berkley employing 40)
- light manufacturing on the Reserve
- expansion of Band programs
- gypsum mining/trucking
- numerous entrepreneurial activities: grocery store, service station, garage, clothing/fabric store, hardware/appliances, snack bar, barber shop, hairdressing, marine supplies/repairs, appliance repair, bakery, butcher, lumberyard, beach/recreation facilities.



5. Work Skills Available On-Reserve

a. Commercial/Business

- administrative, managerial, bookkeeping,  
entrepreneurial

b. Professional

- teaching, nursing, counselling

c. Vocational

- farming, ranching, construction, vehicle/equipment  
operating, carpentry, general maintenance,  
mechanical

6. Other Economic Considerations

a. Sources of Revenue for the Band (1977)

Federal	\$2,316,735
Provincial	28,154
Band Members (e.g., land leases, user fees, etc.)	<u>1,282</u>
TOTAL	\$2,346,171

b. Summary of Economic Development Loans

(1) Sandy Bay Farms - 1968	
(Individual Loans)	\$10,000
(2) Desjarlais Farm Group, 1970	\$15,000
(3) Laundromat, 1975	\$24,000
(4) School Bus, 1976	\$5,700

c. Summary of Work Opportunity Funding

1972/73	Social Assistance Conversion	\$10,000
	Work Opportunities	<u>15,000</u>
	TOTAL	\$25,000
1973/74	Social Assistance Conversion	\$ 8,000
	Work Opportunities	<u>9,280</u>
	TOTAL	\$17,280
1974/75	Social Assistance Conversion	\$ 2,760
	Work Opportunities	<u>1,800</u>
	TOTAL	\$ 4,560
1975/76	Social Assistance Conversion	\$ 5,400
	Work Opportunities	<u>1,224</u>
	TOTAL	\$ 6,624
1976/77	NONE	
1977/78	NONE	

## PROGRAM EXPENDITURES - SANDY BAY 1972/73 AND 1976/77

PROGRAM	Actual Expenditures (to nearest \$100)			Budget Surplus/(Deficit) (to nearest \$100)			
	1972/73	1976/77	% Change in constant dollars *	1972/73		1976/77	
				\$	% of Actual Expenditure	\$	% of Actual Expenditure
1. Education	\$ 69,000	\$ 994,200	+818%	\$ 18,900	27%	\$ 21,500	2%
2. Social Assistance	360,600	851,500	+50%	(28,300)	(8%)	(34,100)	(4%)
3. Recreation	4,500	9,900	+40%	500	11%	(3,500)	(35%)
4. Policing	9,900	9,200	-41%	2,500	25%	6,200	67%
5. Road Maintenance	3,000	14,900	+216%	3,300	110%	100	1%
6. Water and Sanitation	4,200	6,400	-3%	100	2%	3,600	56%
7. Employment/Placement Projects	169,900	46,200	-83%	(45,200)	(27%)	2,000	4%
8. Fire Fighting	-	800		-	-	Ø	Ø
9. Medical	-	38,700		-	-	(7,200)	(19%)
10. Band Administration (including Core Funding)	40,300 (6% of total)	103,000 (4% of total)	+63%	(15,800)	(39%)	9,200	9%
11. Capital Housing	11,700	171,600	+834%	Ø	Ø	(13,300)	(8%)
12. Capital Roads	-	64,900	N/A	-	-	(4,900)	(8%)
13. Other	4,900	18,400	+139%	10,500	214%	500	3%
TOTALS	\$678,000	\$2,329,700	+119%	\$(53,500)	(8%)	\$(19,900)	(1%)

\*Based on a National Consumer Price Index for the period of 157.0 (provided by Statistics Canada).

# "We're both hardnosed and cautious; but we offer companies a fair chance to do business in Nova Scotia." A.M. "Sandy" Cameron, Minister.

*The Government plays a leading role in provincial economic development.*

*And so it is important that the financial and business communities understand the Government's development attitudes.*

*With this series of questions and answers, the Honourable A.M. "Sandy" Cameron, Minister of Development, presents the Nova Scotia position.*

*Is it possible to briefly define the basic objectives of the Nova Scotia Department of Development?*

The Department exists to foster economic development in the Province. We describe our goals in terms of job creation, job maintenance and income improvement, and we work with the private sector to accomplish these goals. The government, however, can't substitute for the individual businessperson's ability to identify an opportunity and pursue it with enthusiasm and vigor. The Department can and does help in this kind of activity, but in the last analysis it is up to businesspeople and industrialists to make their own way in the marketplace of Canada and the world, in the process creating jobs for Nova Scotians.

*Would the Department prefer to see branch plants of the major national and multinational corporations OR smaller enterprises with a perhaps broader commitment to the province?*

Although a great deal of effort is being made to stimulate Nova Scotian owned and operated businesses and to cause more of them to come into being, we still have need of companies which come from other parts of the world to locate in Nova Scotia. Often they may come to the Province to embark on a joint venture with an existing Nova Scotian company. Sometimes they may wish to set up branch plants within the province.

My Department is particularly concerned that these types of establishment be good corporate citizens of the Province. We need businesses and industries which will fit into the pattern of our life here, taking advantage of our strengths in people, raw materials, transportation and location.

It would be a mistake to rely exclusively on small businesses to provide the jobs and income necessary to the Province's welfare. While my

Department is in no way involved in an attempt to secure big business whatever the cost, it is constantly looking for major international companies which might want to locate in Nova Scotia. Successful examples of such locations are Volvo, Michelin Tire, and Crossley Karastan — all of which have become important contributors to Nova Scotia's economy.

*Where, beyond our borders, are we looking for new business: the rest of Canada, Quebec specifically, the USA, Europe, the Far East?*

We are not looking to rob other parts of Canada, although we welcome any Canadian company interested in locating in Nova Scotia.

The Province of Nova Scotia maintains the office of the Agent General for Nova Scotia in London, England; and through that office relates to IEL generally, cooperating with the office of Industrial Estates Ltd. in Düsseldorf, Germany. We have in the past advertised and attended trade fairs and shows in Japan, the North East United States, and recently in the Caribbean, where we have long had trade ties as a Province reaching back to the days of sail.

*Are there unique inducements that Nova Scotia can offer to potential new business?*

If you mean by "unique", inducements which only Nova Scotia of all countries, provinces or states can offer, the answer is no. However, we have a variety of inducements which are tailored to the Nova Scotian situation and which therefore are unique in this special sense.

In cooperation with the federal Department of Regional Economic Expansion we can and do offer grants and loans to both small and large businesses for a variety of purposes. The Department also cooperates with Industrial Estates Limited and Mainland Investments Limited in providing grants, loans and venture capital.

*How important are tax concessions and other financial inducements?*

Of course, business people will always go where they can get the best deal, but this is regularly a matter of what might be called natural or indigenous advantages such as the presence of good transportation and communications, an available high-quality work-force,

suitable locations, and most of all, access to markets. Inducements are, so to speak, icing on the cake, and are important; but they are not as important as basic economic facts and opportunities.

Perhaps more important than might first be anticipated are a number of "soft" reasons which include the quality of life in Nova Scotia, educational and recreational opportunities, and the like. Of themselves, these are not prime reasons which cause companies to locate here, but they provide an initial attraction and a personal motivation for many people.

*In the years that the Department has been in existence, what is regarded as its greatest contribution to industrial/commercial growth in Nova Scotia?*

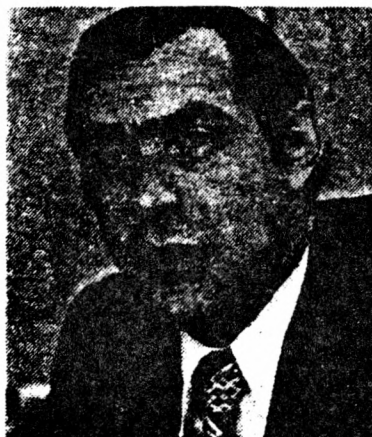
If you want me to point to one project and say "Look what we did", I can't and won't. We don't work that way. We've contributed to the success of a number of companies, encouraged a lot of enterprises, and helped a lot of people in business.

Government tends to address itself to major issues — because that is its function. What is increasingly apparent is that businesspeople — and more particularly the small businessperson — because of his more intimate view of his own needs and opportunities, is responding to challenge and making a success of his new pre-eminence in the economic scheme of things. This is the kind of success which must be encouraged and publicized.

It isn't modesty, and still less a desire to cover up our activities, that makes me reply to your question in this way; it's because we believe in the free enterprise system, the native ingenuity of businesspeople, and the basic ability of Nova Scotian entrepreneurs to make their own decisions. We help; we don't run their businesses for them. We offer services and financing where other agencies might not; and we have a good record of success. We're both hard-nosed and cautious at times, but we offer companies a fair chance to do business in Nova Scotia.

## NOVA SCOTIA

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*"We are not looking to rob other parts of Canada, although we welcome any Canadian company interested in locating in Nova Scotia. In short, we exclude no area, while we concentrate our efforts in regions with a historic and economic interest in Nova Scotia."*



*"Perhaps more important than might first be anticipated are a number of "soft" reasons which include the quality of life in Nova Scotia, educational and recreational opportunities, and the like."*



*"We need businesses and industries which will fit into the pattern of our life here, taking advantage of our strengths in people, raw materials, transportation and location."*