

**EVOLUTION OF
THE INDIAN
TRIBAL COUNCIL
CONCEPT IN
MANITOBA**

**PURPOSE AND
PROGRESS**

1966 - 1983

Indian and
Inuit Affairs
Program
Manitoba Region

January, 1983



E7B.M25
E86
c.2

 Indian and Northern
Affairs Canada Affaires indiennes
et du Nord Canada

Canada

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MANITOBA INDIAN TRIBAL
COUNCILS

*Dakota-Ojibway
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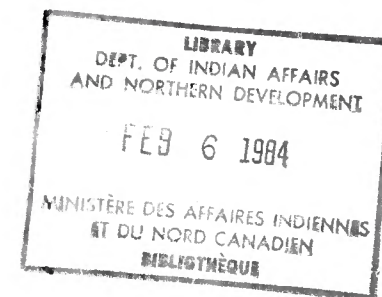
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REFERENCE DOCUMENTS



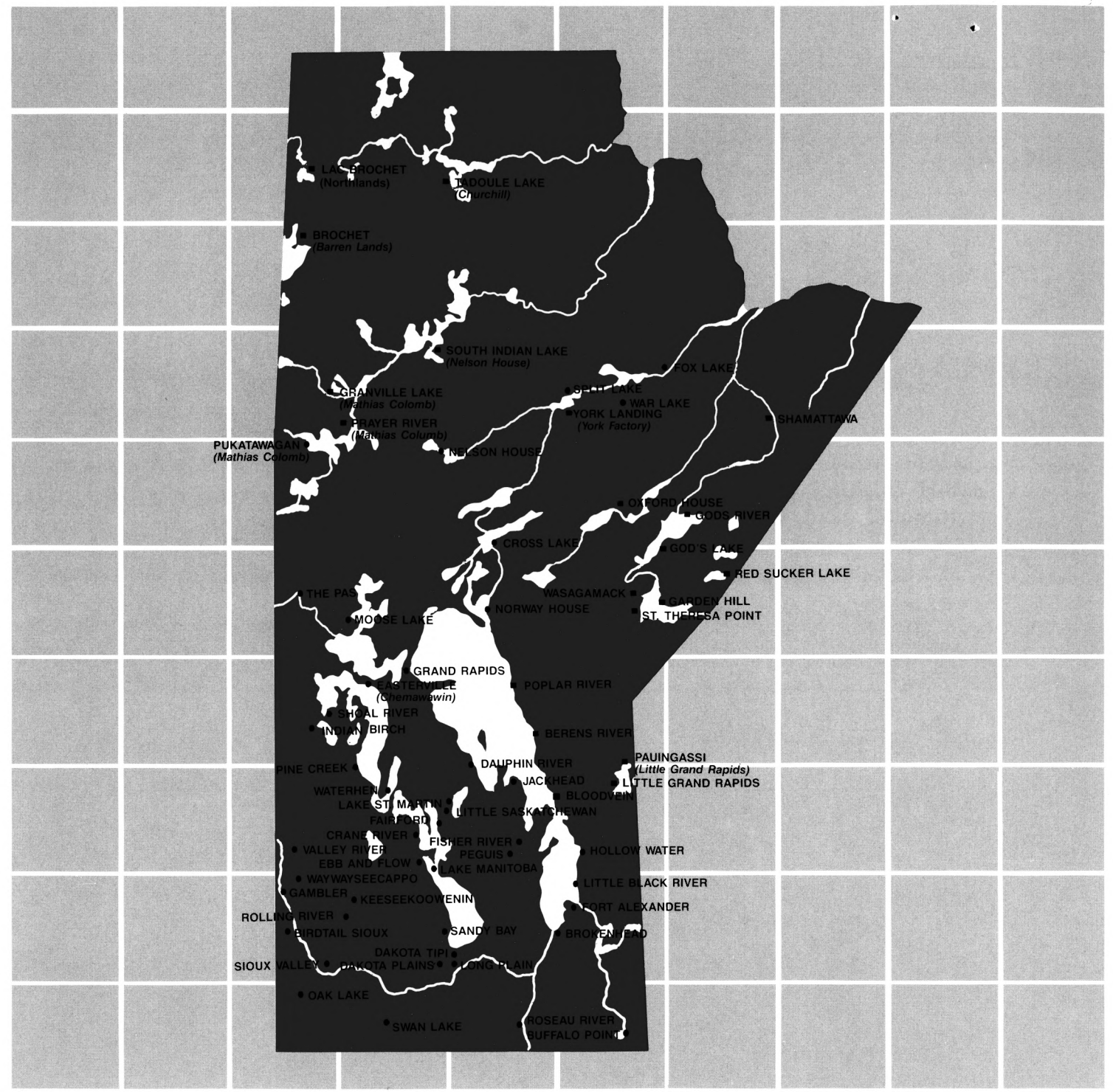
MANITOBA
LOCATION OF
INDIAN BAND
COMMUNITIES

LEGEND

COMMUNITY ACCESSIBLE
 BY ALL-WEATHER ROAD
 AND/OR RAIL ●

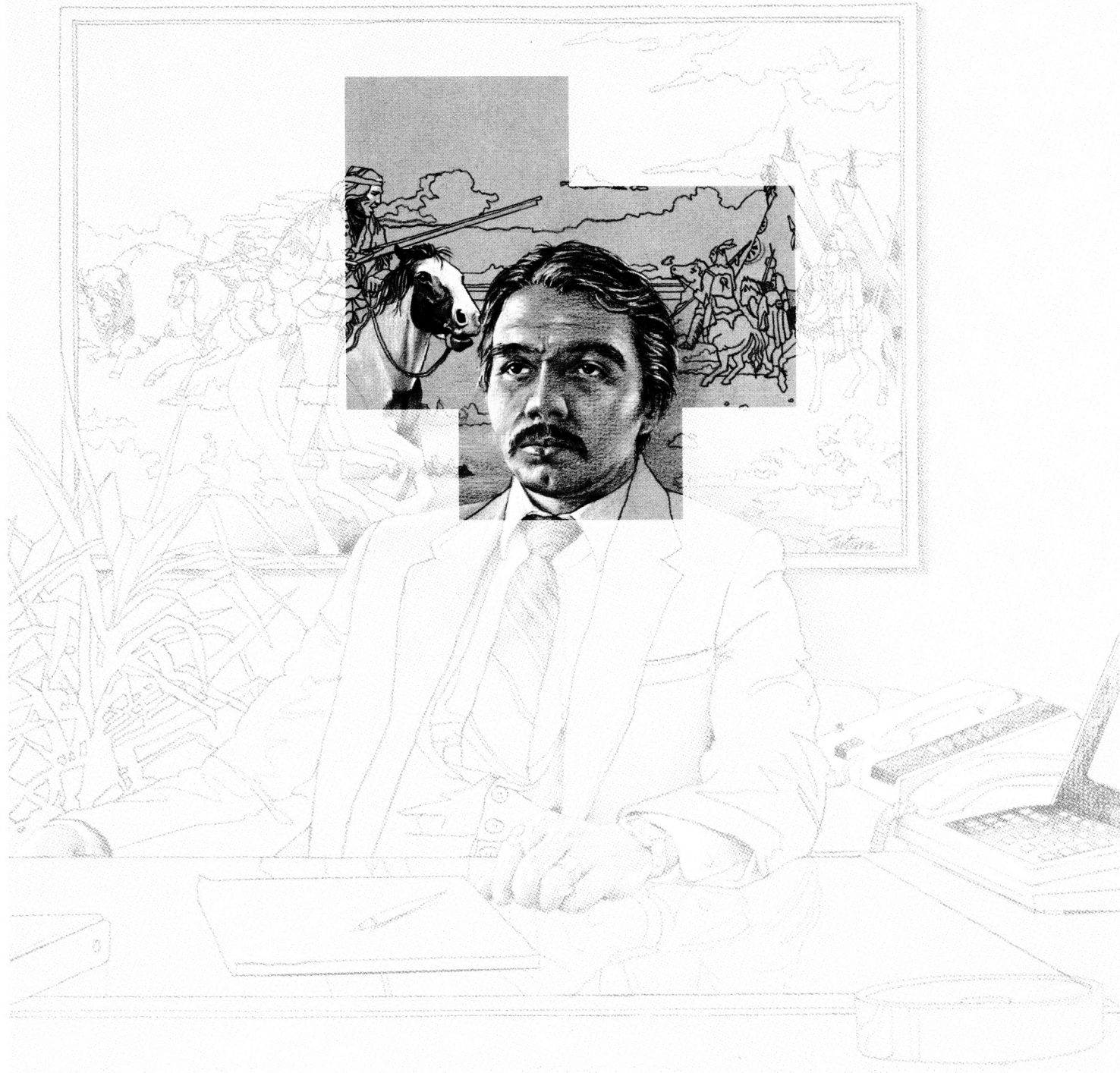
COMMUNITY INACCESSIBLE
 BY ALL-WEATHER ROAD
 AND/OR RAIL ■

BAND NAME WHEN
 DIFFERENT FROM
 COMMUNITY NAME
 (*Mathias Colomb*)



January 1, 1983
 60 Bands in Manitoba

OVERVIEW



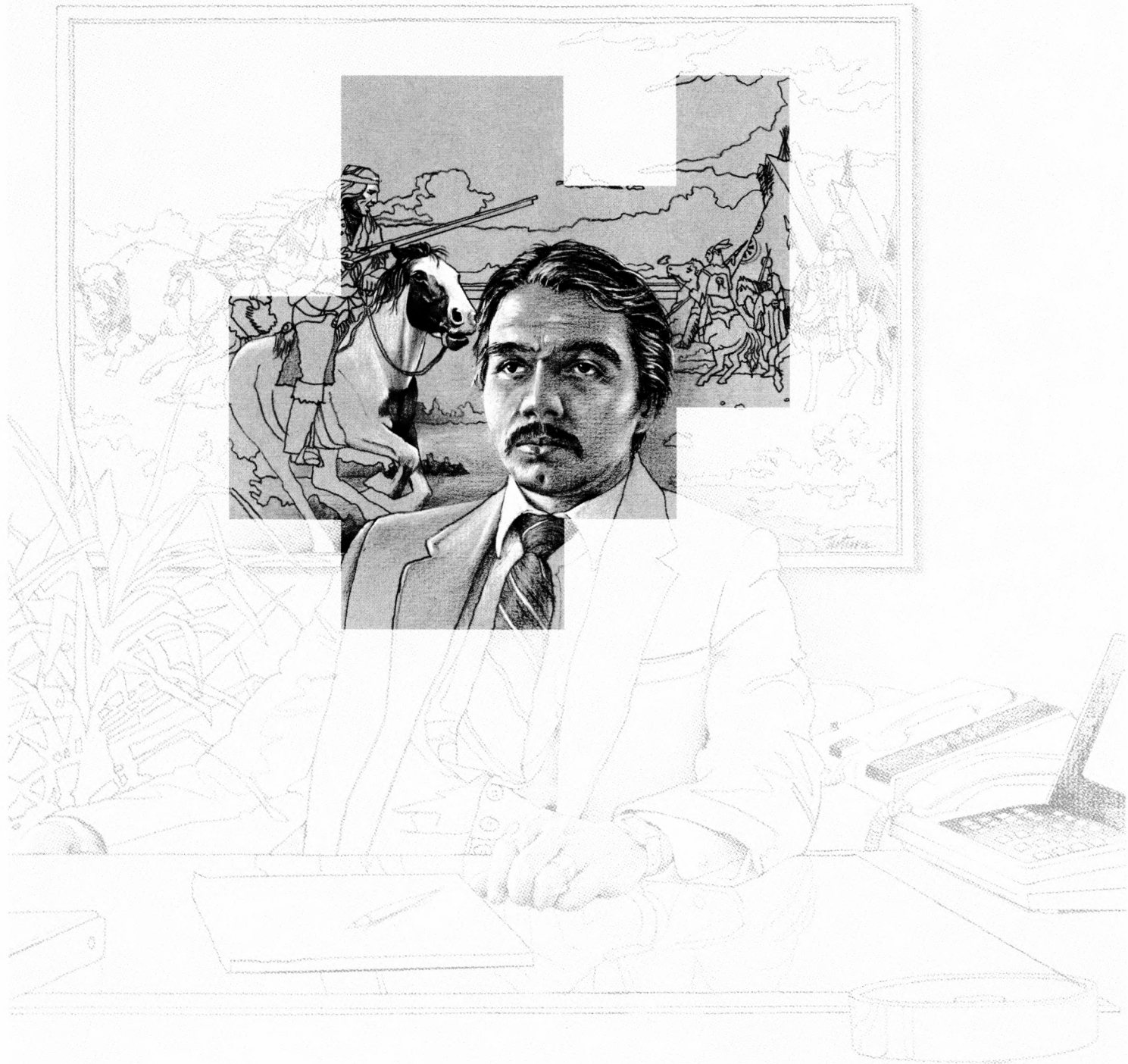
The unfolding of the Indian Tribal Council concept in Manitoba over the last two decades has been and

continues to be unique within the realm of Indian Government in Canada. The development and application of this concept has been realized through the flexible negotiation approach taken for each of the seven Manitoba Indian Tribal Councils.

Each individual Indian Tribal Council developed at its own pace to meet objectives identified by its membership. Negotiations were phased over a number of years, leading to a gradual transfer of program service delivery from the Department to individual Indian Tribal Councils.

The purpose of this publication is to enhance public understanding of the comprehensive program management autonomy of Indian Tribal Councils, their relationship with the Department, and their accountability to their membership. It will also serve as a base for discussion for the future policy development of Indian Government in Manitoba.

**HISTORICAL
PERSPECTIVE**



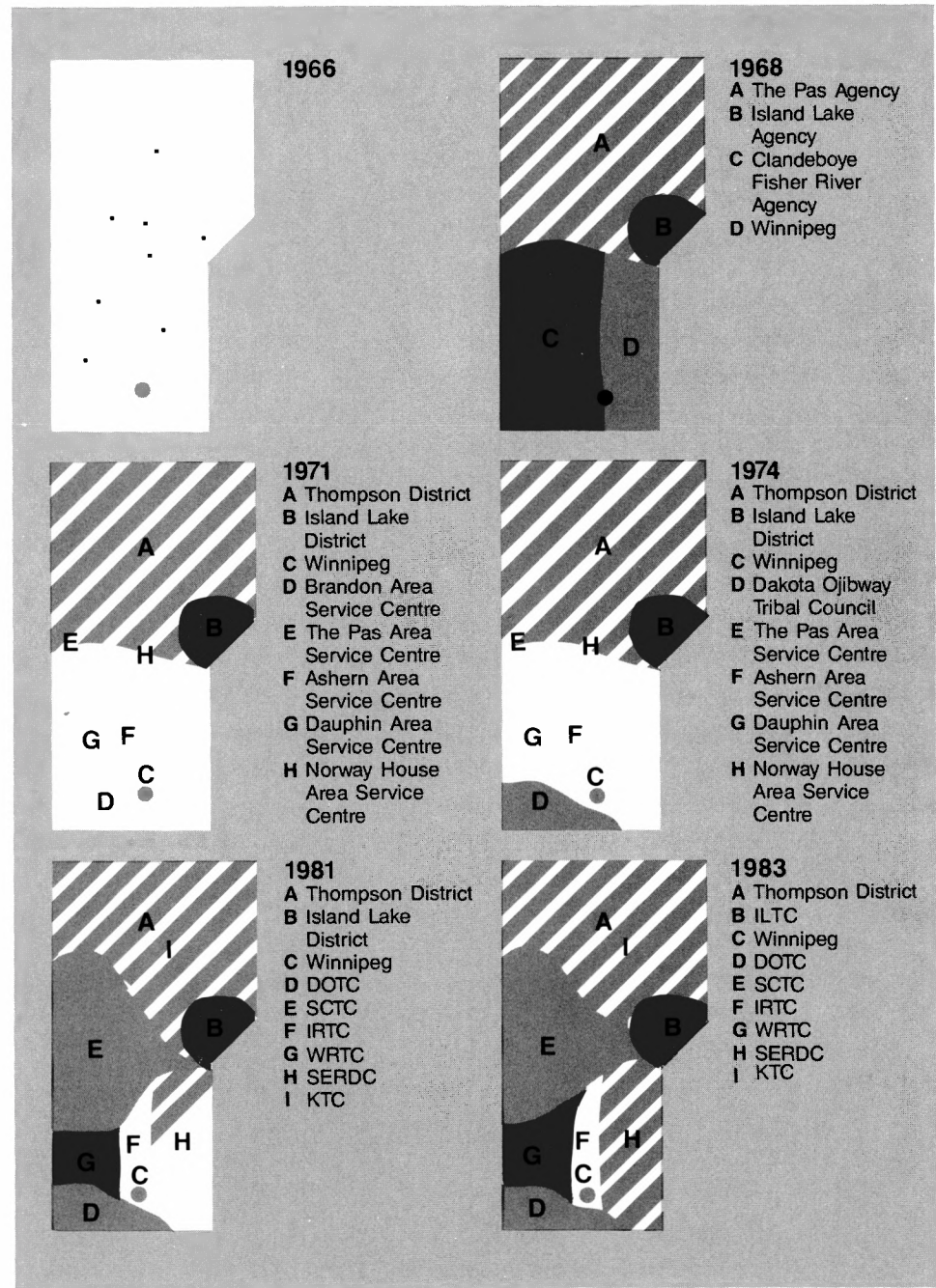
HISTORICAL PERSPECTIVE: MANITOBA INDIAN TRIBAL COUNCIL DEVELOPMENT

YEAR	TRIBAL COUNCIL CONCEPT INITIATING DOCUMENT (EVENT)	INDIAN BANDS	INDIAN POPULATION
1966	Department of Indian Affairs & Northern Development Becomes a Separate Federal Department	44	30,227
1968	Indian Position Paper — Objectives on Indian Local Government	44	32,313
1969	Manitoba Indian Brotherhood Incorporates Federal Government Position Paper — 1969 White Policy Paper	48	33,358
1971	Indian Position Paper — Manitoba Project Partnership Concept Indian Position Paper — Wahbung (Our Tomorrows)	48	36,851
1974	Indian Position Paper — Manitoba Concept Review (The 9 Points) Dakota-Ojibway Tribal Council Incorporates	50	40,246
1975	MIB/DIAND Negotiating Committee Agreement — Transfer of Powers & Programs Swampy Cree Tribal Council Incorporates Indian Position Paper — Statement of Intent	50	41,187
1976	Indian Position Paper — Trail of Our Tomorrows (Chief & Council Reserve Government Implementation Process) Federal Government Position Paper — Indian/Government Relationships	52	42,311
1977	Indian Position Paper — Operation Facelift Interlake Reserves Development Council Incorporates	54	43,349
1978	Southeast Resource Development Council Incorporates	56	43,349
1979	West Region Tribal Council Incorporates Keewatin Tribal Council Incorporates Brandon Area Service Centre Closes in March Ashern Area Service Centre Closes in July The Pas Area Service Centre Closes in September	58	45,896
1980	Restructuring Indian Political Organizations	58	47,333
1981	Dauphin Area Service Centre Closes in August Norway House Service Centre Closes North & South Indian Political Organizations Agree to Separate Island Lake Tribal Council Incorporates	59	
1982	Island Lake District Closes in April Political Accord — First Nations Confederacy and Manitoba Keewatinowi Okimakanac Independent Indian Political Organization Develops	60	47,333
1983	DIAND Manitoba Operational Plan 1983/84 - 1986/87 Projects No Further Program Transfers due to Federal Government Restraint and Inadequate Resourcing. Constitutional Discussions Commence Regarding Entrenchment of Aboriginal Rights. Federal Government Special Committee on Indian Self-Government Prepares Recommendations for Legal Institutional factors affecting Development and Responsibilities of Band Government on Indian Reserves.	60	49,450

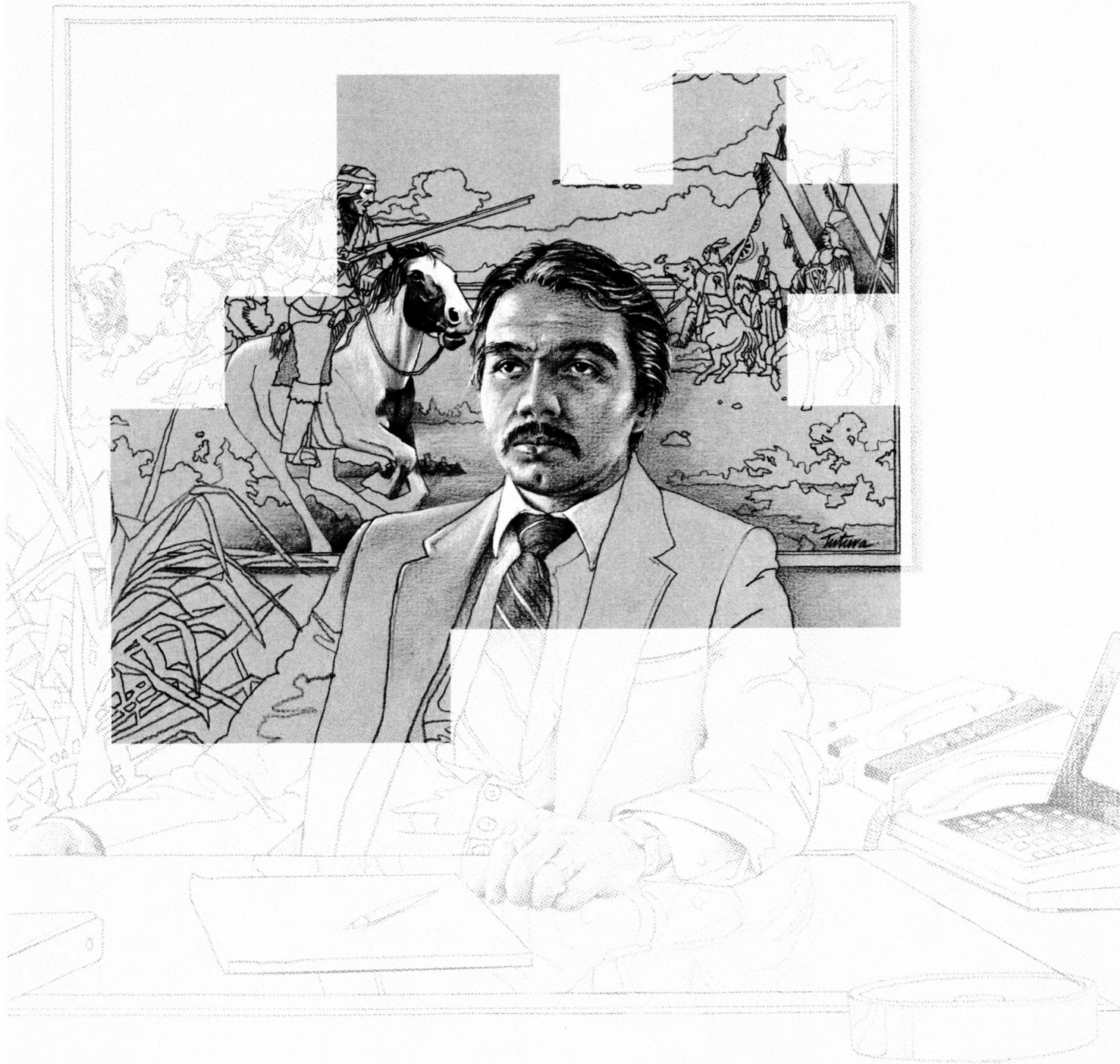
INDIAN POLITICAL ORGANIZATIONS	PROGRAM SERVICE DELIVERY STRUCTURE	DEP'T STAFF
Indian Chiefs and Councils	8 DIAND Indian Agencies 1 DIAND Regional Office	
Manitoba Indian Brotherhood	3 DIAND District Offices 1 DIAND Regional Office	
Manitoba Indian Brotherhood	3 DIAND District Offices 1 DIAND Regional Office	
Manitoba Indian Brotherhood	2 DIAND District Offices 5 DIAND Area Service Centres 1 DIAND Regional Office	
Manitoba Indian Brotherhood	2 DIAND District Offices 5 DIAND Service Centres 1 DIAND Regional Office 1 Indian Tribal Council	
Manitoba Indian Brotherhood	2 DIAND District Offices 5 DIAND Service Centres 1 DIAND Regional Office 2 Indian Tribal Councils	
Manitoba Indian Brotherhood	2 DIAND District Offices 5 DIAND Service Centres 1 DIAND Regional Office 2 Indian Tribal Councils	733
Manitoba Indian Brotherhood	2 DIAND District Offices 5 DIAND Service Centres 1 DIAND Regional Office 4 Indian Tribal Councils	733
Manitoba Indian Brotherhood	2 DIAND District Offices 2 DIAND Service Centres 1 DIAND Regional Office 6 Indian Tribal Councils	723
Four Nations Confederacy		697
Manitoba Keewatinowi Okimakanac	2 DIAND District Offices 1 DIAND Regional Office 6 Indian Tribal Councils	655
First Nations Confederacy		
Manitoba Keewatinowi Okimakanac	1 DIAND District Office 1 DIAND Regional Office 7 Indian Tribal Councils	655
First Nations Confederacy Brotherhood of Indian Nations		
Manitoba Keewatinowi Okimakanac	1 DIAND District Office 1 DIAND Regional Office 7 Indian Tribal Councils	650
First Nations Confederacy Brotherhood of Indian Nations		

HISTORICAL PERSPECTIVE

**Phasing In and Phasing Out
Program Service Delivery Structures**



PHASE I
PARTNERSHIP
CONCEPT



Indian Government autonomy was the directional force which initiated the innovative developmental

partnership concept during the late 1960's and early 1970's.

The goal was to achieve improved program service delivery to Indian Bands in Manitoba. Initially, the Federal Government's 1969 White Policy Paper resulted in a forceful Indian political backlash. It was the beginning of a commitment to change in Manitoba.

The Indian leadership developed the Manitoba Partnership Concept with the Region, wherein Indian Government was recognized as being responsible for the economic, social, and political advancement of their communities. Initially, this concept identified the requirement for the Region and the Indian political leadership to jointly develop operational structures to facilitate the transitional process towards attaining Indian Government control.

The eight traditional Departmental Indian Agents would be phased out and three district agencies would be established, namely; The Pas, Clandeboye-Fisher, and Island Lake. The Indian political organization would be responsible for the co-ordination of program transfers to Band administrations, utilizing the three district agencies as funding sources.

A number of achievements are accredited to this Partnership Concept:

Recognition of the need for Indian people and the Department to work together in all phases of program service delivery.

A significant increase and improvement for Indian Government consultation.

Increased self-development and expression at the Band level.

Expanded program flexibility within the Department.

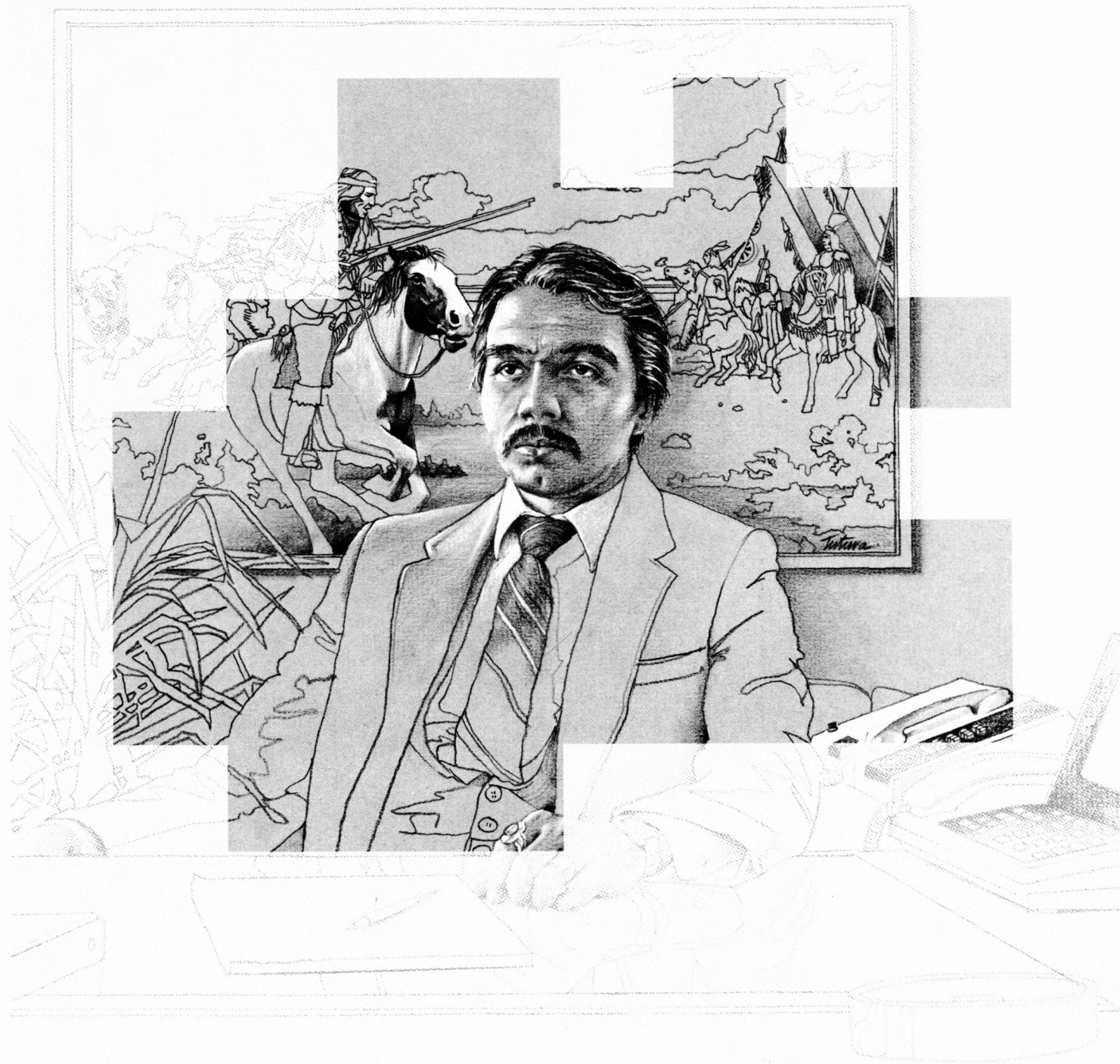
The Partnership Concept was the beginning of Indian involvement in the planning and implementation of programs responsive to community needs and aspirations. The initial organizational structure envisioned to facilitate the implementation was soon found to be inappropriate. There was no transitional process allowing for Band administrations to acquire a management capability within the short time frame. As a result, the Manitoba Indian Brotherhood commissioned the position paper, "Wahbung: Our Tomorrows". In this paper, the Manitoba Indian Brotherhood stated:

"The joining together of the two principle groups, one representing the interests and aspirations of Indian people, the other charged with the responsibility for the development of programs of response is a logical extension of that (partnership) philosophy."

The recommendations of the paper proposed a system of joint boards with equal Indian/ Government representation to be an integral part of the decision-making process. The proposed boards would serve as vehicles by which Indian participation in program development could be affected, leaving the Manitoba Indian Brotherhood free of actual program service delivery. This reinforced the preservation of political integrity and the objectives of the Manitoba Indian Brotherhood. It further provided opportunities for Indian people from communities throughout Manitoba to gain experience in and an understanding of the scope and ramifications of program development and implementation.

"Wahbung: Our Tomorrows" was the theoretical and philosophical base for the unfolding Indian Tribal Concept in Manitoba. The Manitoba Indian Brotherhood commissioned the second phase for the actual implementation of this strategy, namely; the Manitoba Concept Review.

PHASE II
INDIAN TRIBAL
COUNCIL CONCEPT



**The Manitoba Concept
review had nine major points
which initiated the second
phase of evolving Indian**

Government in Manitoba:

We have been elected by our people to run our communities, but we do not have a structure nor the resources that allow that to happen.

We want to set our own goals.

We want to make our own decisions.

We want to be involved in and to participate in planning and administration at every level (Regional, district, agency, local).

We want planning from grassroots up, not from the top down.

We want an administration structure designed to enable and not to restrict local programming.

We want Indian Affairs to be a support to us, not a bureaucracy.

We want Ottawa to decentralize financial and program authority to the field to avoid long delays.

We want a partnership relationship with the Government, where planning and decisions are made together.

The type of Indian administrative structures identified in this review would facilitate the transitional process for the eventual effective transfer of program service delivery to Indian Bands. However, change always creates an ambience of apprehension and this was reflected both within the Department, as well as the Bands. There was an unanswered question of doubt regarding the success of program service delivery transfers.

Some Bands perceived local control as the Federal Government's abolishment of its trust responsibility to Indian people. Some Departmental officers perceived local control as the beginning of the end of their professional careers. This initial negative reaction to change was taken into consideration when the phased-in approach to the Indian Tribal Council concept was developed.

It was jointly decided that there had to be a great deal of flexibility in the advancement of this concept to alleviate these apprehensions. The philosophy was that the Department would respond individually to proposals put forth by an Indian organization and proceed with implementation based on the merit of each proposal and its potential for success.

As an interim measure indicative of the Department's commitment to change, the three district Indian Affairs agencies were no longer required to maintain financial control authority over Band administrations and program delivery. The Departmental services were to become more of an advisory nature.

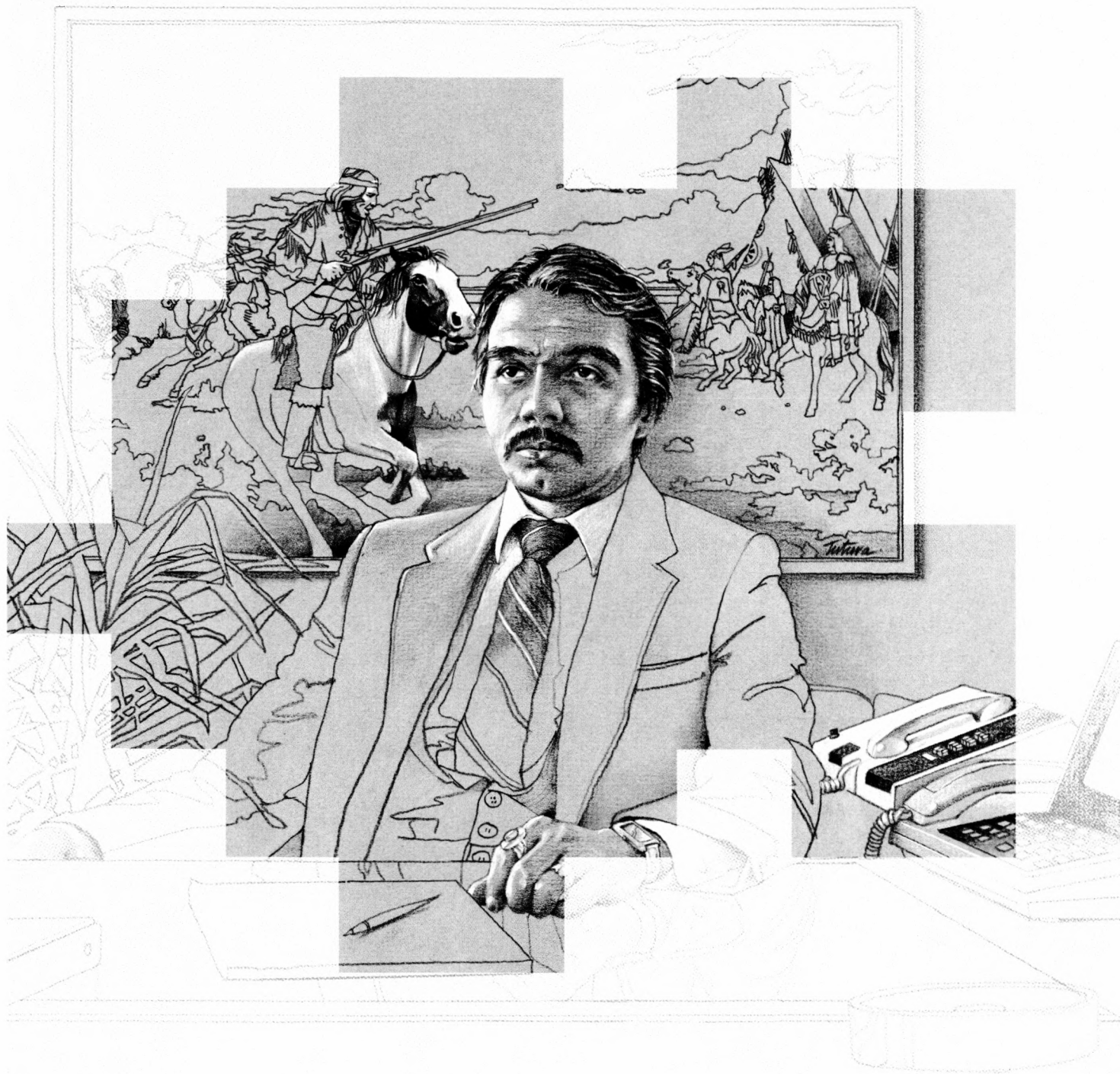
A gradual phasing out of these district agencies commenced while maintaining a smaller advisory field capability referred to as Indian Affairs area service centres. These service centres were geographically located and provided advisory services for local government, band financial management, social services, education, and economic development. All other programming was coordinated through the Indian Affairs regional office.

The Thompson and Island Lake Indian Affairs District Offices were retained based on the larger northern population to be served. Departmental staff from the phased-out District Indian Affairs Offices were either absorbed elsewhere in the Regional structure or transferred to other Regions in Canada. In effect, there was no loss of employment.

The introduction of the Indian Affairs area service centres was effective in the transitional phase of implementing the strategy for Indian local control. It provided the necessary vehicle for Band administrations to develop and expand their management capabilities for the eventual direct transfer of program delivery; and while the Indian Affairs area service centres were providing advisory services to Bands, the Indian Tribal Councils were developing their short and long term proposals.

The Indian leadership was preparing for the next phase of implementation. The Manitoba Indian Brotherhood and Regional Departmental Negotiating Committee reached an accord and signed a Letter of Understanding which commenced the transfer of powers and programs to Indian Tribal Councils and ultimately Band Administrations.

PHASE III
INCORPORATION:
INDIAN TRIBAL
COUNCILS



The first proposal was received from the Dakota-Ojibway Tribal Council. The long term

concept was to phase out the Indian Affairs area service centre and replace it with an Indian Tribal Council. The short term objective was to sustain a small core administration and negotiate phased-in program transfers based on successful results.

The proposal was based on the following concept:

“Indian Control of Indian Development”

“We believe that the following well being of Indian people is directly related to the degree of responsibility we take for the chartering of our own future. We know that to chart our course in the future with confidence, we need both active and potential leadership. We believe we have both! We know that sound decisions and policies

must be shaped through wisdom and knowledge. We believe our knowledge and our wisdom regarding the needs of our people have been and will continue to be far greater than that of the remote institution of Indian Affairs. Most important in understanding our position is a sensitivity to our deeply felt need to realize our future through our own efforts. It is the cry of self-determination which reflects the need in all men for dignity and self-respect.”

The negotiation for the transfer of programs commenced with the formation of an Indian administrative structure based on the Core Fund Grant under authority of Departmental Program Circulars. Negotiations were then initiated to provide the staff required for program service delivery within the Indian Tribal Council.

The negotiations for the transfer of programs faced a major difficulty which still exists today — the inability of the Department to respond adequately to community needs. **The Indian Tribal Council concept was based on the provision of improved services to Indian Bands. In the transfer of programs, the Department could only provide funds to equalize the service it previously provided.** In effect, this meant only a one-on-one program transfer could be authorized.

After several trial and error approaches, a compromise was reached wherein the existing level of Departmental salary and overhead expenses available for servicing those member Bands would be transferred to the Indian Tribal Council. It was then up to the Indian Tribal Council to effectively utilize the same level of financial resources, yet achieve improved services to Bands. Indian Tribal Councils did have some measure of flexibility in the utilization of funds, which permitted innovative approaches.

In many instances, the Indian Tribal Councils decided to hire two officers at a lower salary scale than the Departmental salary provided for one position. **The second position was structured as a trainee position which complemented the developmental phase of increasing Band management expertise.**

The actual assumption of local control in each program area was negotiated independently and phased over a period of time. This was at the discretion of the Indian Tribal Councils in that they had an obligation to prove their effectiveness to their member Bands. The transfer of too much, too soon, would only reinforce the apprehension that existed within the Bands, as well as the Department.

As each program responsibility was negotiated and transferred, the Indian Affairs area service centre staff and Regional staff were re-assigned, or their positions were declared redundant, within an acceptable time frame. **The original intent of the Departmental staff reduction was based on a reverse order of merit principle.**

The phasing out of the Indian Affairs area service centres was planned to coincide with the timely development of each geographically located Indian Tribal Council. **It was a staggered strategy flexible enough to accommodate the individual development of each organization.** Each proposal and every negotiation was independent of the other. While there was a degree of standardization from a Departmental perspective, each proposal was assessed on its own merit and the phasing of program transfers was implemented. Apprehension at the Band and Departmental levels was significantly reduced as program transfers proved effective.

Through this process, all Indian Affairs area service centres were phased out and Indian Tribal Councils began to assume authority for the delivery of program services and accountability to their member Bands. In addition the management capability of the Band Administrations was advancing as a result of the Indian Tribal Council Trainee approach.

**MANITOBA INDIAN
TRIBAL COUNCILS**

Dakota Ojibway Tribal Council

Swampy Cree Tribal Council

Interlake Reserves
Tribal Council

West Region Tribal Council

Southeast Resource
Development Council

Keewatin Tribal Council

Island Lake Tribal Council



**DAKOTA OJIBWAY
TRIBAL COUNCIL**

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in August of 1974. The Tribal Council is a formal unification of eight member Reserves located in the southern portion of the Province of Manitoba. Of the eight, four are **Dakota Reserves:** Birdtail Sioux (268) Oak Lake Sioux (342), Sioux Valley (1,093), and Dakota Plains (165), and the remaining are **Ojibway Reserves:** Long Plains (1,121), Sandy Bay (2,034), Swan Lake (607), and Roseau River (960). The Tribal Council is accountable to about 7,000 Reserve members under the leadership of eight Band Councils. The growth rate for Reserve population is about 10% per annum.

Mandate

The mandate of the Tribal Council is to facilitate in the transfer of local control and responsibility of programs and services to member Bands as expressed in the following passage:

"We, the Tribal Council, wish to establish our own over-all policies and strategies for our activities, in harmony with the aspirations of our people.

We, the Tribal Council, are clearly saying that we wish to accept the responsibility of our area as a step further promoting local government and the eventual self-determination and independence of our people.

We, the Tribal Council, wish to coordinate the program planning and implementation to more effectively respond to the socio-economic and cultural needs of the individual and our communities."

In support of that passage, the Tribal Council established the following objective:

To facilitate the development of Reserve Government at the pace decided upon by each member Reserve;

by making sure there is total participation in direction of obtaining adequate funds in accordance to the needs of member Reserves;

assisting in transferring authority, responsibility of activities to the communities;

providing a vehicle by which the communities assist each other in all aspects of Reserves development;

assisting in the creation of a method of operation acceptable to the members of the Tribal Council which is consistent with the responsibility and obligations of the Government of Canada.

Functional Structure and System

The primary function of the Tribal Council is to provide and deliver service programs on behalf of its member Reserves. The Tribal Council can be viewed as service-oriented to deliver programs and not as a political unit and/or organization.

There are four elements encompassing the **D.O.T.C.** organization structure:

***Band Members
Board of Directors and
Constitution
Administration
Program (Delivery System)***

The Tribal Council is accountable totally to the Band Members of **D.O.T.C.** and it is governed by the Board of Directors (eight Chiefs) and reinforced by the constitution which sets the policies and the mandate. The functional component of the organization is provided by the administration consisting of Tribal Administrator, Director of Operations, Accounting Division and Clerical Support, and finally, the delivery system consisting of all programs and administered by the Tribal Council.

**DAKOTA OJIBWAY
TRIBAL COUNCIL
ORGANIZATIONAL
CHART**

7000
Band
Members

CHIEFS

Birdtail
Sioux

Dakota
Plain

Sandy
Bay

Roseau
River

Long
Plain

Oak Lake
Sioux

Swan
Lake

Sioux
Valley

ADMINISTRATION

Director of
Financing
Accounting

Director of
Operations

Tribal Adminis-
trator

Secretary

Central
Registry

DEPARTMENTS

Education

Policing

Native
Alcohol
Program

Cultural
Education

Social
Services

Socio-
Economic
Develop-
ment

Housing
Authority

Band
Financial
Advisors

Fire
Prevention

Mainten-
ance

Tribal Govern-
ment
Program

On-
Reserve
Housing

Outreach

Restaurant

Child and
Family
Services

Band
Member-
ship

**SWAMPY CREE
TRIBAL COUNCIL**

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in 1975. It is a formal unification of seven member Reserves located in the mid-northwestern area in the Province of Manitoba. Of the seven Reserves, five are **Cree**: The Pas (1,466), Chemahawin (478), Grand Rapids (393), Mathias Colomb (1,362), Moose Lake (351); and two are **Ojibway/Cree**: Shoal River/Indian Birch (705). The Tribal Council is accountable to approximately 5,000 Reserve members under the leadership of seven Band Councils.

Mandate

To facilitate the development of an Indian-controlled and effectively integrated delivery of services to the Bands represented by the **Swampy Cree Tribal Council**:

by providing a mechanism whereby all services currently delivered to the Bands by the Department are delivered by the Swampy Cree Tribal Council;

by providing a mechanism whereby the Council can develop the administrative and managerial skills necessary to help each Band institute and deliver local services at its own pace and in tune with each Band's level of development;

by providing a mechanism whereby the Council, as elected representatives of the Bands, can ensure that services are equitably and effectively delivered to each Band; and

by providing a mechanism whereby the Council can assist the Bands to develop a capacity for local services, making them less and less dependent upon the Department or the Council in matters of local concern and responsibility.

**SWAMPY CREE
TRIBAL COUNCIL
ORGANIZATIONAL
CHART**

5000
Band
Members

CHIEFS

The Pas

Chema-
hawin

Grand
Rapids

Mathias
Colomb

Moose
Lake

Shoal
River

Indian
Birch

ADMINISTRATION

Comp-
troller

Executive
Director

Secretary
Steno
Clerk

PROGRAMS

Education

Economic
Develop-
ment

Social
Services

Housing

Child and
Family
Services

Tribal
Govern-
ment

Tribal
Financial
Services

**INTERLAKE RESERVES
TRIBAL COUNCIL**

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in 1977. It is a formal unification of eight member Reserves located in the southcentral (interlake) area in the Province of Manitoba. Of the eight, six are **Ojibway Reserves**: Lake St. Martin (935), Lake Manitoba (677), Little Saskatchewan (377), Jackhead (352), Fairford (990), Dauphin River (103); and the remaining two are **Ojibway** and **Cree Reserves**: Peguis (2,792), and Fisher River (1,382). The Tribal Council is accountable to approximately 8,000 Reserve members under the leadership of eight Band Councils.

Mandate

The mandate of the Tribal Council is to facilitate in the transfer of local control and responsibility of programs and services to member Bands.

Functional Structure and System

The primary function of the Tribal Council is to provide and deliver service programs on behalf of its member Reserves.

There are four elements encompassing the **Interlake Reserves Tribal Council** organization structure:

- Band Members*
- Board of Directors and Constitution*
- Administration*
- Program (Delivery System)*

**INTERLAKE RESERVES
TRIBAL COUNCIL
ORGANIZATIONAL
CHART**

8000
Band
Members

CHIEFS

Lake
St. Martin

Lake
Manitoba

Little
Saskat-
chewan

Jackhead

Fairford

Dauphin
River

Fisher
River

Peguis

ADMINISTRATION

Band
Financial
Manage-
ment

Tribal
Adminis-
trator

Secretarial
Clerical
Support

PROGRAMS

Education

Economic
Develop-
ment

Child and
Family
Services

Housing
Infra-
structure

Finance
and
Manage-
ment

Social
Services

WEST REGION
TRIBAL COUNCIL

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in 1979. It is a formal unification of nine member Reserves located in the southwestern portion of the Province of Manitoba. Of the nine, all are **Ojibway**: Crane River (221), Ebb & Flow (767), Gamblers (39), Keeseekoowenin (384), Pine Creek (784), Rolling River (405), Valley River (501), Waterhen (473), and Waywayseecappo (948). The Tribal Council is accountable to approximately 4,600 Reserve members under the leadership of nine Band Councils.

Mandate

The mandate of the Tribal Council is to facilitate in the transfer of local control and responsibility of programs and services to member Bands. Advisory and technical expertise is provided in all areas of Band program management and accountability to ensure effective transitional local control is achieved.

Functional Structure and System

The primary function of the Tribal Council is to provide and deliver service programs on behalf of its member Reserves. The Tribal Council can be viewed as service-oriented to deliver programs and not as a political unit and/or organization.

There are five elements encompassing the **W.R.T.C.:**

- Band Members***
- Band Councils***
- Board of Directors and Constitution***
- Administration***
- Program (Delivery System)***

The Tribal Council is accountable totally to the Band members of the **West Region Tribal Council** and it is governed by the Board of Directors (nine Chiefs) and reinforced by the constitution which sets the policies and the mandate. The functional component of the organization is provided by the Administration, consisting of a Tribal Council Administrator, Accountant, and Secretary, and finally, the delivery system consisting of all programs and administered by the Tribal Council.

**WEST REGION
TRIBAL COUNCIL
ORGANIZATIONAL
CHART**

4600
Band
Members

CHIEFS

Crane River Ebb and Flow Keesee-koowenin Gamblers Pine Creek Rolling River

Valley River Waterhen Wayway-seecappo

ADMINISTRATION

Tribal Council Administrator Accountant Secretary

PROGRAMS

Economic Development Housing Band Financial Services Education

Tribal Government Employment Child and Family Services

**SOUTHEAST RESOURCE
DEVELOPMENT COUNCIL**

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in 1978. It is a formal unification of eight member Reserves located on the southeastern area in the Province of Manitoba. Of the eight, six are **Ojibway Reserves**: Berens River (1,054), Brokenhead (585), Buffalo Point (33), Hollow Water (532), Little Black River (333), Little Grand Rapids (986); one is **Cree**: Bloodvein (535); and one is **Ojibway/Cree**: Poplar River (593). The Tribal Council is accountable to approximately 5,000 Reserve members under the leadership of eight Band Councils.

Mandate

The mandate of the Tribal Council is to facilitate the transfer of local control and responsibility of programs and services to member Bands.

by providing a mechanism whereby the Council can develop the administrative and managerial skills necessary to help each Band institute and deliver local services at its own pace and in tune with each Band's level of development;

by providing a mechanism whereby the Council, as elected representatives of the Bands, can ensure that services are equitably and effectively delivered to each Band; and

by providing a mechanism whereby the Council can assist the Bands to develop a capacity for local services, making them less and less dependent upon the Department or the Council in matters of local concern and responsibility.

**SOUTHEAST RESOURCE
DEVELOPMENT COUNCIL
ORGANIZATIONAL
CHART**

5000
Band
Members

CHIEFS

Berens
River

Bloodvein

Broken-
head

Buffalo
Point

Hollow
Water

Little
Black
River

Little
Grand
Rapids

Poplar
River

ADMINISTRATION

Accountant

Tribal
Adminis-
trator

Financial
Advisor

Secretary

PROGRAMS

Tribal
Govern-
ment

Band
Financial

Education

Economic
Institution-
al Develop-
ment

Social
Services

Child and
Family
Services

Housing
Infra-
structure

**KEEWATIN
TRIBAL COUNCIL**

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in 1979. It represents thirteen member Reserves and one settlement located in the northern precambrian area in Manitoba. Of the thirteen, three are **Chipewyan Reserves**: Northlands (424), Churchill Tadoule (410), Barren Lands (399); and the remaining are **Cree Reserves**: Cross Lake (2,417), Nelson House (2,000), York Factory (444), Split Lake (1,275), Shamattawa (626), Fox Lake (359), War Lake (82), God's Lake (1,174), God's River (257), Oxford House (1,178), and South Indian Lake Settlement (185). The Tribal Council is accountable to approximately 11,300 Reserve members under the leadership of each respective Band Council.

Mandate

The mandate of the Tribal Council is to facilitate the transfer of local control and responsibility of programs and services to member Bands by the following objectives:

to promote continuous public relations aimed at creating and developing mutual understanding and improved relations between Indian Bands and Government agencies;

to allow the resource development council of the area to contribute and to participate in community and regional economic development;

to allow the continuation of the Bands' own way of life with enhanced pride and purpose;

to participate in the utilization of natural resources and establish new or existing enterprises and services;

to undertake a broad range of initiatives in Northern Manitoba on resource and economic development, community services; all of which are referred to as the resource development concept and are associated with a long term development strategy;

to develop the Council into a self-supporting revenue generating corporation for the mutual benefit of the Council and its member Bands; and

to eliminate the complete dependency of the Bands on the Department and other funding agencies as the sole source of revenue.

Functional Structure and System

The basic concept and philosophy is to gradually take control of the services which the Department has historically controlled since Confederation. The Tribal Council has also concentrated its endeavours on economic resource development in Northern Manitoba.

There are six elements encompassing the **Keewatin Tribal Council** organization structure:

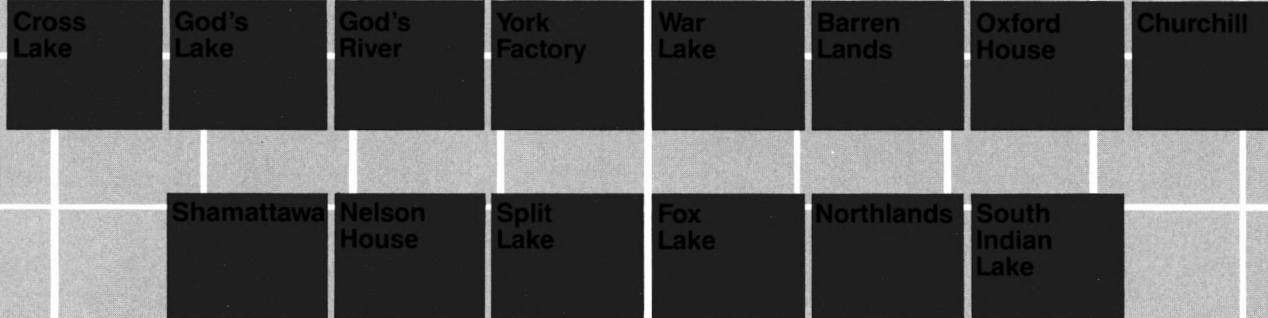
**Band Members
Board of Directors and
Constitution
Executive Council
Council of Elders
Administration
Program (Delivery System)**

The Tribal Council is accountable to the Band Members of the Keewatin Tribal Council and is governed by the Executive Council (four Chiefs) who receive direction from the Board of Directors.

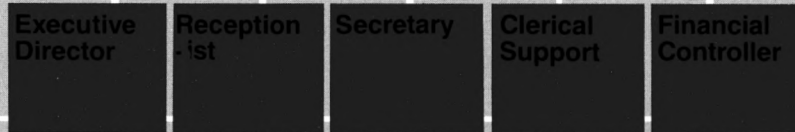
**KEEWATIN
TRIBAL COUNCIL
ORGANIZATIONAL
CHART**

11,300
Band
Members

CHIEFS



ADMINISTRATION



PROGRAMS



**ISLAND LAKE
TRIBAL COUNCIL**

Membership

The Tribal Council was incorporated and recognized by the Government of Canada in 1981. It represents four member Reserves located in the northeastern area of the Province of Manitoba. All of the Reserve communities are **Cree**: St. Theresa Point (1,464), Garden Hill (1,871), Wasagamach (688), and Red Sucker Lake (340). The Tribal Council is accountable to total membership of approximately 4,500 Reserve members under the leadership of each respective Band Council.

Mandate

The long term mandate of the Tribal Council is to facilitate the transfer of local control and responsibility of programs and services to member Bands. One of the primary objectives is to promote resource development for the independent economic and social growth of the communities. It is also structured to provide a functional liaison between the member Bands and the public and private sector for the advancement of economic endeavours on the Reserves.

Functional Structure and System

The Tribal Council has recently submitted a proposal to the Regional Department of Indian Affairs and Northern Development for the establishment of their functional organizational requirements. At the present time, the Department cannot financially support the implementation. The reasons are outlined in the Manitoba Regional Operational Plan 1983/84 to 1986/87. The resources made available to date have been for research and development in the event that additional financial resources are made available.

**PROPOSED ISLAND LAKE
TRIBAL COUNCIL
ORGANIZATIONAL
CHART**

4500
Band
Members

CHIEFS

Red
Sucker
Lake

St. Theresa
Point

Wasaga -
mach

Garden
Hill

ADMINISTRATION

Executive
Director

Office
Manager

Accountant

Secretary

PROGRAMS

Social
Services

Housing
Inspector
Services

Education
Counselling

**HISTORICAL PERSPECTIVE
FUNDING TO
TRIBAL COUNCILS
1974 - 1982**

	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	TOTAL SINCE INCORPORATED
DAKOTA OJIBWAY TRIBAL COUNCIL	112.1	318.5	401.2	499.6	730.0	1,577.6	2,453.0	2,603.6	3,708.8	\$12,404.4
SWAMPY CREE TRIBAL COUNCIL	15.0	62.7	50.1	109.4	114.0	304.0	589.5	630.8	646.4	2,521.9
INTERLAKE RESERVES TRIBAL COUNCIL				160		206.1	283.2	1,149.1	2,314.6	3,969.0
SOUTHEAST RESOURCE DEVELOPMENT COUNCIL					56.4	345.5	716.1	3,228.9	2,317.9	6,664.8
WEST REGION TRIBAL COUNCIL						118.6	294.3	708.4	1,422.3	2,543.6
KEEWATIN TRIBAL COUNCIL						109.2	281.2	1,802.6	2,190.3	4,383.3
ISLAND LAKE TRIBAL COUNCIL							11.6	30.0	67.0	108.6
TOTALS	127.1	381.2	451.3	625.0	900.4	2,661.0	4,628.9		12,667.3	\$32,595.6

In thousands of dollars.

PLANNING VARIABLE	PROGRAM	DOTC	IRTC	ILTC	KTC	SERDC	SCTC	WRTC	TOTAL
EDUCATION									
3705	Education Service Delivery	227,193	139,602	67,000	238,173	176,540	58,861	113,950	1,041,319
3758	Guidance and Counselling (Elementary and Secondary)	25,880	30,566				23,515		79,961
3788	Guidance and Counselling (Post-secondary)	78,036							78,036
3777	Occupational Skills Training (Post School)	197,660	131,000			41,240		47,896	523,190
3766	University/Professional (Post School)	622,300	239,014		435,145	166,929		145,700	1,609,088
3741	Student Support Services (Elementary and Secondary)	96,237	156,128		1,078,850	292,000		79,485	1,702,700
3737	O and M — Band-operated Facilities (Elementary and Secondary)		80,410						80,410
ECONOMIC DEVELOPMENT									
4720	Institutional Development	133,424	77,204			82,822	73,070	74,949	441,469
SOCIAL SERVICES									
5710	Income Maintenance	124,359	457,192			41,388	74,776		697,715
5720	Family and Children Services	1,109,700	717,650		55,512	1,109,700	40,150	646,389	3,679,101
COMMUNITY INFRASTRUCTURE AND SERVICES									
6715	Housing: On-reserve Housing	76,648	55,304			43,500	33,690	35,183	244,325
6730	Community Services: Fire Protection and Prevention	37,142							37,142
6746	Policing	546,000							546,000
BAND GOVERNMENT									
7715	Band Support Funding: Overhead	96,337	68,258		183,290	124,942	98,887	77,572	649,286
7720	Financial and Management Support Services: Management Support Services	46,551	40,812		50,886	44,000	38,580	45,140	265,969
7740	Financial and Management Support Services: Consultation and Policy Development	291,367	121,457		43,000	194,818	204,920	136,001	991,563
TOTAL \$		3,708,834	2,314,597	67,000	2,190,250	2,317,879	646,449	1,422,265	12,667,274

**DETAILED
FUNDING TO
TRIBAL COUNCILS
1982-1983**

EXPLANATORY NOTE

This table indicates the funding to each tribal council by planning variable, the activity structure of the governmental planning system. Services as described and provided by each Tribal Council are not necessarily consistent with the definitions of planning variables. This table should be interpreted as an unqualified table of resource allocations to tribal councils within the descriptive framework of the operational planning process, and not as a description of services provided by tribal councils through the use of such funds.

This table does not include funding to Indian institutions, sectoral programs, or incorporated authorities.

MANITOBA

**TRIBAL
COUNCILS**

D.O.T.C.

8 Bands
Population 6,650
Rural
Incorporated 1974
DIAND Winnipeg

W.R.T.C.

9 Bands
Population 4,522
Rural
Incorporated 1979
DIAND Winnipeg

S.C.T.C.

7 Bands
Population 4,755
Rural/Remote
Incorporated 1975
DIAND Winnipeg

K.T.C.

13 Bands
Population 11,230
Rural/Remote
Incorporated 1979
DIAND Thompson District

I.L.T.C.

4 Bands
Population 4,363
Remote
Incorporated 1981
DIAND Winnipeg

I.R.T.C.

8 Bands
Population 7,608
Rural/Remote
Incorporated 1977
DIAND Winnipeg

S.E.R.D.C.

8 Bands
Population 4,642
Rural/Remote
Incorporated 1978
DIAND Winnipeg

A

B

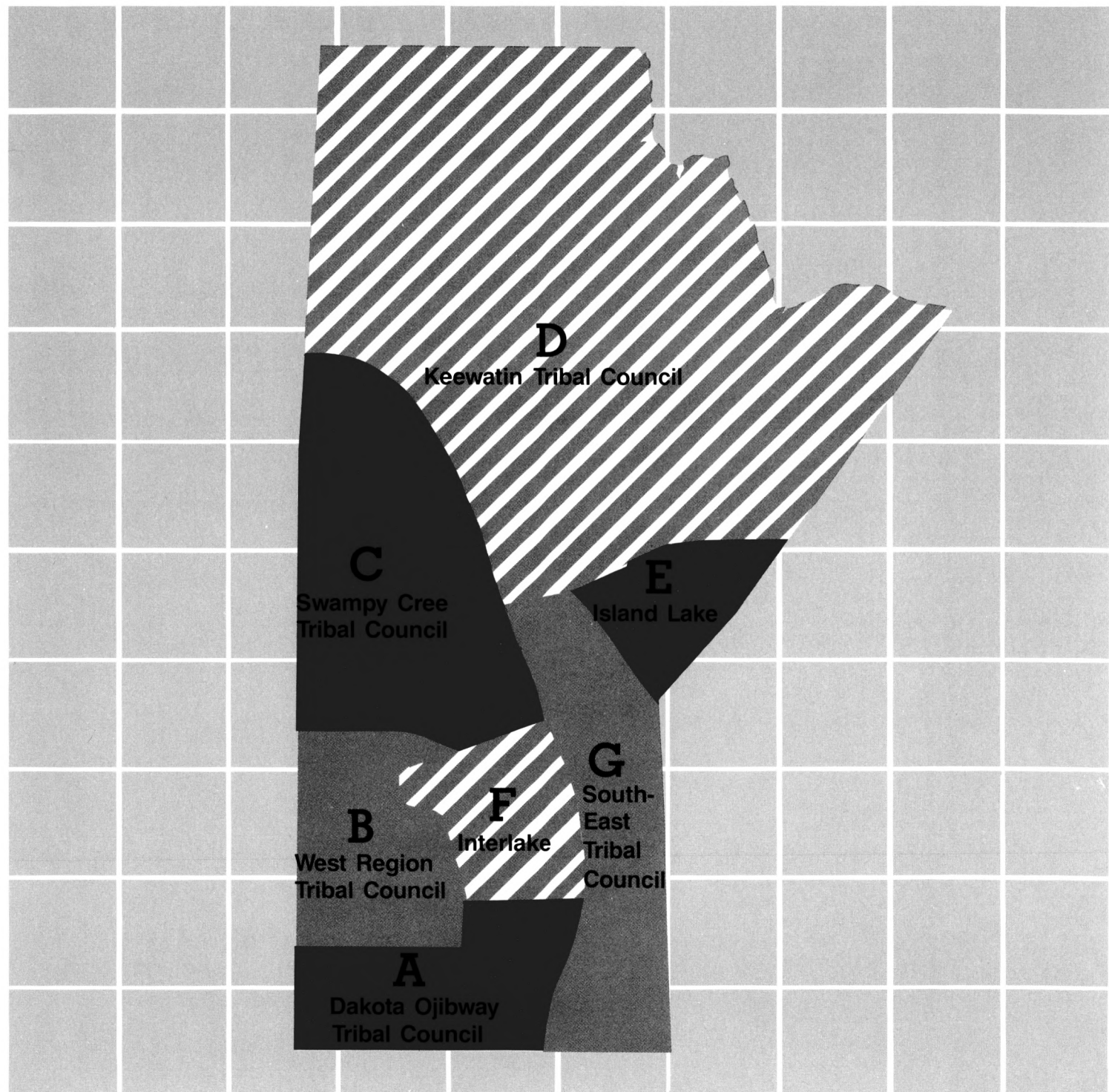
C

D

E

F

G



REDUCTION
DEPARTMENT
REGIONAL STAFF

Theory vs. Practical Application



In implementing the Indian Tribal Council concept, it was the intent of the Region to reduce

Departmental staff through conversion of person years.

However, the projected schematic flow for conversions did not allow the flexibility needed to support the strategy initiated by the Indian Tribal Councils toward the transfer of program delivery responsibilities.

Certainly, the ideal situation would have been to have a standardized identification of positions, programs, and financial resources for planned conversions and implement these transfers through a reverse order of merit criteria and personnel reassignment within the Public Service. The fact of the matter is that it proved impossible to standardize the approach because each Indian Tribal Council proposal set its own objectives, not necessarily coinciding with the services provided by Departmental staff.

The Region therefore had some very difficult decisions to make. The basis for developing the Indian Tribal Council concept was to improve on the service delivery mechanism of the Department. **If this concept was to be given the opportunity to prove itself successful, there had to be flexibility, not standardization.** Flexibility was essential to meet Band definitions of meaningful program services consistent with community development aspirations and the priorities established by their membership.

The Region took the decision that this flexibility would be provided. In the definition of roles and responsibilities for program service delivery, each Indian Tribal Council negotiation was independent from the other. Each Indian Tribal Council identified and negotiated for the basic services:

- Local Government Advisory**
- Band Financial**
- Band Economic Development**
- Education Student Counselling**

As these administrations proved effective, expansions were negotiated over a period of years, based on the differing objectives of each Indian Tribal Council. These included a wide scope of improved services not normally provided by the Department, but identified as community priorities, such as: housing advisor inspection services, fire prevention, community counselling, social assistance, preventative services, membership, education post-secondary, child and family services, policing, economic development investment, resource development, and many more.

As a result of these phased-in negotiations and the intention to achieve improved services, one can determine without difficulty that a projected schematic flow for transfer conversions was an impossibility. Consequently, the Region was also unable to adequately resource the improved program service delivery provided by Indian Tribal Councils.

Initially, the Indian Tribal Council administrations were funded through a core grant. Salaries and overhead expenses were also negotiated within the financial authorities of government regulations. No conversion strategy was necessary for this aspect.

The second aspect of basic program service delivery negotiations started off with the theory of a one-on-one conversion strategy. In practice, this did not prove to be an effective strategy and had to be revised as influencing factors became evident.

Aggregate Regional Staff Reduction :

The theory of the Indian Tribal Council concept was to convert Departmental person years, supplemental employee benefit costs, overhead expenses, and, where applicable, accompanying program service delivery financial resources. This, in effect, would reduce the aggregate Regional staff complement.

However, as the negotiations were phased over a number of years, the preparation of a Treasury Board Submission for conversion had to be delayed. Each individual program (Local Government, Education, Social Development, Economic Development, Lands & Membership) negotiated independently with each Indian Tribal Council as they identified their interest for the transfer of programs.

Some programs, instead of utilizing the person year conversion theory, negotiated the transfer of programs from the contribution allotment. The implications of this resulted in a reduction of the base in the respective programs. As an interim measure for the short term negotiations, this appeared a logical approach until such time as the Treasury Board Submission could be finalized.

Those programs that implemented the conversion theory, did in fact show a reduction in their staff complement. The reverse order of merit principle was used in the redeployment of Departmental staff. Some staff were reassigned to existing vacancies throughout the Region, others were transferred or took early retirement, depending upon the circumstances.

Coinciding with these activities, the Auditor General's Report scrutinized the Department of Indian Affairs and Northern Development for unsatisfactory management practices. As a result, major systematic management accountability mechanisms were initiated nationally. The impact of these new accounting systems on the financial, administrative, personnel, and capital project management areas were such that a redistribution of Regional person years was required.

In effect, this meant that while program delivery field staff were being decreased, there was a requirement to increase staff in the support functions to respond to all the new accountability systems.

The end result — a net conversion of only eighty-three person years from 1977 to 1983.

Given the inconsistency of negotiating strategies within each program area, often dictated by national functional reporting requirements, and the time frames of a phased-in approach by each Indian Tribal Council, the Region finally compiled a Treasury Board Submission for the conversion process.

The Treasury Board Submission was forwarded to Ottawa and the timing could not have been more inappropriate. The Federal Government had committed itself to a "restraint policy" and, as a result, the Department nationally had entered into an agreement with the Treasury Board to reduce person years within certain quotas identified.

The Deputy Minister had the responsibility to reduce the Departmental person years by one thousand and, in keeping with the "restraint policy", this meant reduction, not conversion of positions. The Manitoba Treasury Board Submission did not go forward as an independent submission, and one thousand departmental person years were given up.

Coinciding with this "restraint policy" were management accountability and improved administrative practices for the expenditure of public funds. What we know today as the "Management Improvement Program" had commenced its infancy stage.

As internal control systems tightened, the Region was trying to meet the increasing demands of financing Indian Tribal Councils without support of the Treasury Board Conversion Submission.

Program Circular authorities for financially supporting the core administrations of Indian Tribal Councils have time limitations. Negotiations for the supplementary program service delivery components within Indian Tribal Councils were at an advanced stage, and it was not feasible to expect that the core administration component of Indian Tribal Councils could not be financed. The impracticality of the Program Circulars is a reality and is a significant factor when assessing Regional decisions. Program Circulars tend to address the immediate, not the future.

The Region and Indian Tribal Councils were at a point in time when success was not only evident, it had been demonstrated. The limitations of short-term authorities were considered and the Region made the decision to continue its support of the Indian Tribal Council concept through the utilization of discretionary funds. It was anticipated that the Treasury Board Conversion Submission would later alleviate the burden of overextending the utilization of discretionary resources.

Each year, the Region projected a shortfall in this program activity and financial resources were made available by a redistribution on a national base. **This was assumed to be a national commitment to the Indian Tribal Council concept in Manitoba, and funds were made available based on the substantiation of program transfers.**

This sequence of events reflects some of the difficulties encountered in the conversion process. However the implications of financial management improvement compounded these factors. The introduction of financial management and accountability systems and procedures required a complement of staff far beyond the Region's capacity to respond. The initial reduction of eighty-three person years for the Indian Tribal Council concept and the elimination of district staff who would normally support such accountability systems, created a great difficulty for the Manitoba Region.

The Region was forced to redeploy staff to implement the financial and other improved management systems. This redeployment of person years eliminated any possibility of significant Regional departmental staff reductions for conversion.

Even the redeployment of staff has proven inadequate to meet the needs of management. The Region is now in the untenable position of identifying the requirement for additional person years to support the "improved management system" and/or related regional and national functional reporting accountability systems. **This is difficult to comprehend from an Indian Tribal Council point of view, when their program delivery has proven successful in the development of their member communities, yet the Department is seen to be increasing in size.**

A positive aspect of the "Management Improvement Program" as it relates to Indian Tribal Councils is M.I.P. Task 6.1, Transfer of Programs and Services to Bands — Devolution. This exercise clearly outlines the erosion of the program base through transition, the additional requirement for Indian Tribal Council start-up costs, and the developmental aspects necessary to support a successful transition process for transferring program service delivery.

The federal government has not yet sanctioned this policy paper, but recognition and substantiation of these requirements is a step in the right direction. The Manitoba Treasury Board Submission for conversion is incorporated in this policy paper.

**ROLES AND
RESPONSIBILITIES**

Indian Tribal Council/
Departmental



Each Indian Tribal Council has established its own clearly-defined role and area of responsibility,

based on a comprehensive management structure for program autonomy, political accountability, public accountability, and human and financial resource development.

Indian Tribal Council administrative structures have defined procedural guidelines for the following:

Operating Objectives

Operating Policies and Procedures

Administrative Practices

Mode of Service Delivery

Financial and Human Resource Utilization

Maintenance of Records (Computers)

Financial Quarterly Reporting

Financial Annual Audits

Annual Program Reporting

Review and Evaluation Guidelines

These guidelines are outlined in their respective constitutions and administrative policy and procedural manuals. This is

the basis from which they are accountable to their membership for the delivery of programs and services.

However, the Indian Tribal Council relationships with the Region are only minimally defined in the terms and conditions of the Departmental contribution agreements. The lack of statistical data reporting and monitoring systems for Indian Tribal Councils to verify their activities to the Department has created a lack of knowledge at the national level and raised questions as to the potential duplication of services.

In the past, the Region has not initiated such reporting systems for two reasons. It would be contrary to the local control concept, and within the financial and human resources available, it is not economically feasible to incorporate additional systems costs in the Indian Tribal Councils budgets. The terms and conditions of Departmental contribution agreements, as approved by Treasury Board, suffice to provide the accountability required by the Department for the expenditure of public funds.

In the developmental phases of Indian Tribal Councils, this has proven to be a successful approach for accountability to the membership, as well as the Department. The question of possible duplication of services in the southern part of the Province can be addressed from two perspectives. From a theoretical viewpoint, the ideal situation may be to have systems data analysis substantiating the mode of delivery of each Indian Tribal Council. From a practical viewpoint, there is little chance of a duplication of services, when in fact, Departmental field staff have been redeployed and/or positions converted to the Indian Tribal Councils. In effect, the Manitoba Region does not have a field service delivery capacity. The possibility of duplication has been effectively eliminated.

Certainly the Region deals with the exceptions when isolated problems occur. However, these situations are first discussed with the respective Indian Tribal Council and a joint approach for resolution is agreed to and implemented.

In the northern part of the Province, the question of service delivery is quite different. The objectives of the Keewatin Tribal Council are concentrated on resource development with minimal service delivery at this point in time. The Departmental Thompson District Office is in fact the major service delivery agent and there are no immediate plans for change in the foreseeable future.

Then there are three Indian Bands not affiliated with Indian Tribal Councils. These Bands have chosen to strengthen their Band administration capacity independently and the Departmental Regional office provides advisory and monitoring services on an as required basis.

The progression of the Indian Tribal Council accountability to their membership was not an immediate success. The apprehension, as previously mentioned, was evident initially when some Bands bypassed the Indian Tribal Councils and approached the Region for assistance.

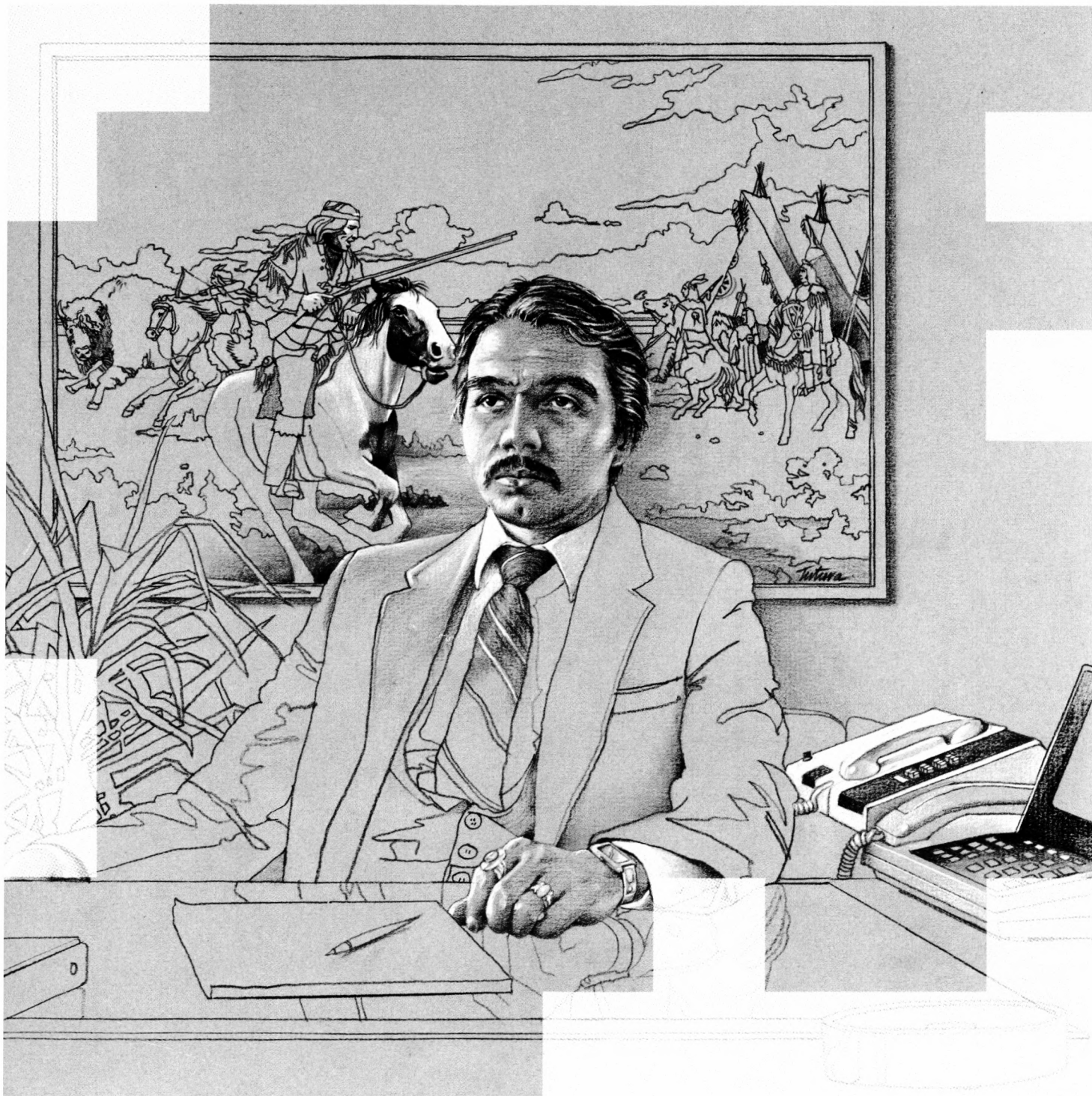
In order to ensure the opportunity was available for the Indian Tribal Councils to alleviate this situation themselves, the Region would redirect these Band requests for intervention. Initially this was a slow process but it was complemented by the fact that the Region did not enforce a restrictive reporting relationship with the Indian Tribal Councils. Rather the emphasis was placed on the self-defined restrictive reporting relationship of the Indian Tribal Councils to their membership.

This emphasis became a key factor for the independence and entrenchment of the Indian Tribal Concept in Manitoba. It is clearly evident that there will be no regressive changing roles of Indian Tribal Councils as their responsibilities to their membership are clearly defined.

What has been lost in the process is a clearly defined planned transition of the Region's changing roles and responsibilities. While the Indian Tribal Councils were pursuing their accountability relationships, the Region, without consciously recognizing it, had been concentrating its endeavours on internal Management Improvement and Accountability systems and procedures. In effect the Region is providing a very minimal program service delivery component and has transitionally become a monitoring organization.

There is now a definite need for refinement in clearly defining what this Regional monitoring role will become and this is presently under discussion. It is anticipated that the Indian Tribal Councils will become an active participant in these discussions as there must be a degree of liaison and interface as it affects the future of Indian Government devolution in Manitoba.

**INDIAN POLITICAL
INTERFACE**



Through this developmental process, Indian Tribal Councils became administrative organizations

responsible for program service delivery and accountable to Boards of Directors, comprised of the Chiefs of the member Bands. As the Indian Tribal Councils evolved, so did the Indian political organizations in a comprehensive approach towards the future and continued unfolding of Indian Government.

The Manitoba Chiefs and Councils have always been recognized as the Indian political leadership elected by their membership. To complement their direction for the advancement of Indian Government, Indian political organizations were developed, responsible for political affiliations with the public and private sectors.

In Manitoba, there are three Indian political organizations:

First Nations Confederacy

Representing the southern Indian Reserves in the Province of Manitoba and the geographically located Indian Tribal Councils:

*Dakota-Ojibway Tribal Council
West Region Tribal Council
Southeast Resource Development Council*

Manitoba Keewatinowi Okimakanac

Representing the northern Indian Reserves in the Province of Manitoba and the geographically located Indian Tribal Councils:

*Keewatin Tribal Council
Swampy Cree Tribal Council
Island Lake Tribal Council*

Brotherhood of Indian Nations

Representing the Interlake Indian Reserves in the Province of Manitoba and the geographically located Indian Tribal Council:

Interlake Reserves Tribal Council

Two of the three Indian political organizations have signed a Political Accord to pursue the "establishment of institutions, mechanisms, and procedures for co-operative and collective action on areas of mutual concern to the Chiefs of southern and northern Manitoba."

The Indian Tribal Council interface with the political organizations is, to some degree, the base for policy development and co-ordination. The understanding and expression of the issues to be addressed for the future economic and social advancement of Reserve communities is facilitated through the Indian Tribal Councils to the Indian political organizations. There is an indepth liaison for joint decision-making, with the Indian Tribal Councils utilized as a supportive advisory and information-dissemination vehicle.

In the past, there were very formal Indian/Government negotiating relationships. As the Indian Tribal Councils were forming, the need for such formalities was alleviated. The Indian Tribal Council concept was developed and implemented to allow the flexibility of advancement at a pace conducive to the communities' aims and aspirations.

The unification of the Indian Tribal Councils has now advanced to the stage where there is once again a concentration on the strengthening of the Manitoba Indian political organizations. It is anticipated that, with the formation of the Joint Standing Committees of Chiefs, a more formal Indian/Government negotiating relationship will once again become a reality within the Region.

**INDIAN POLITICAL
ORGANIZATIONS**

First Nations
Confederacy

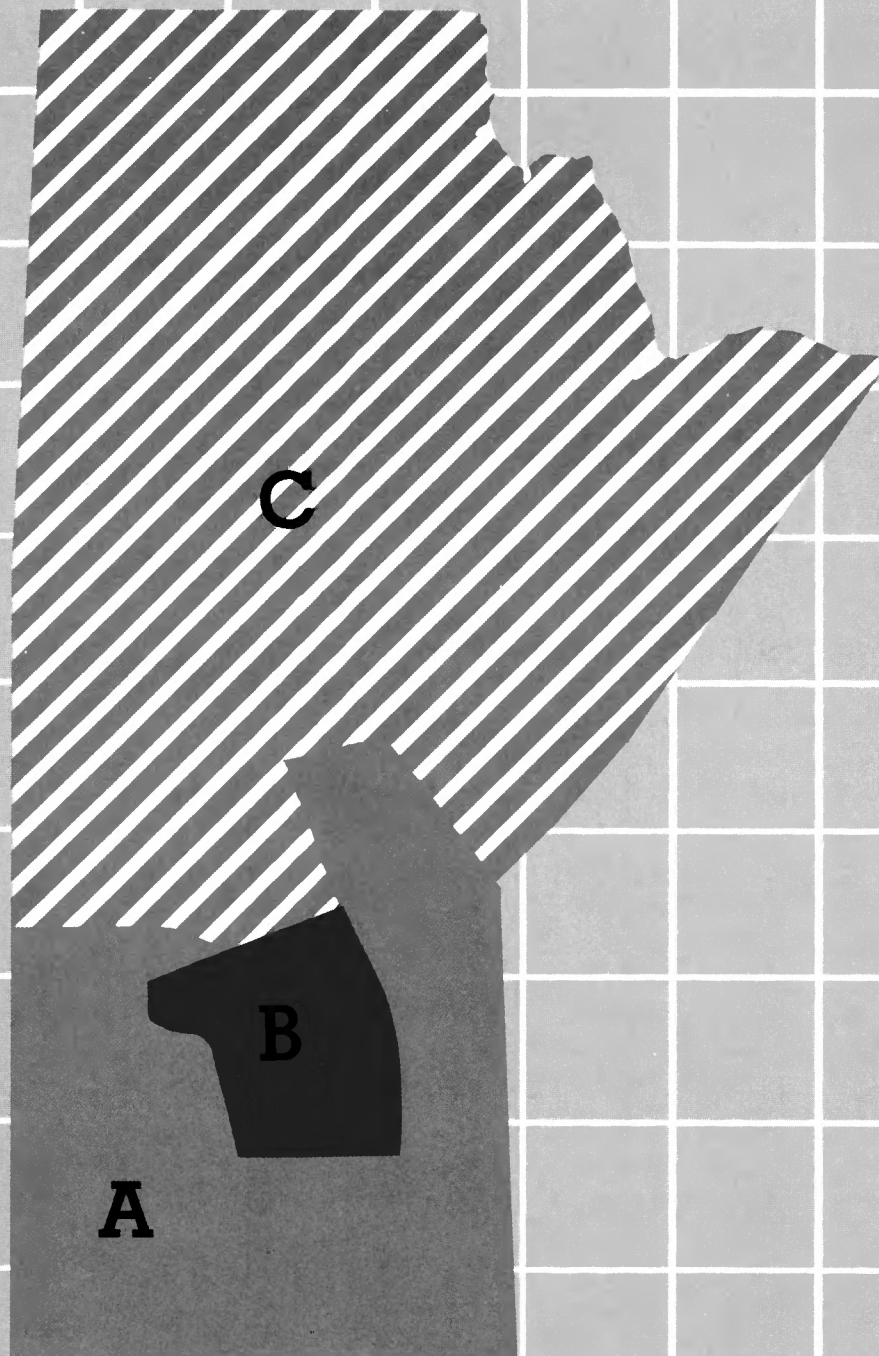
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Brotherhood of
Indian Nations

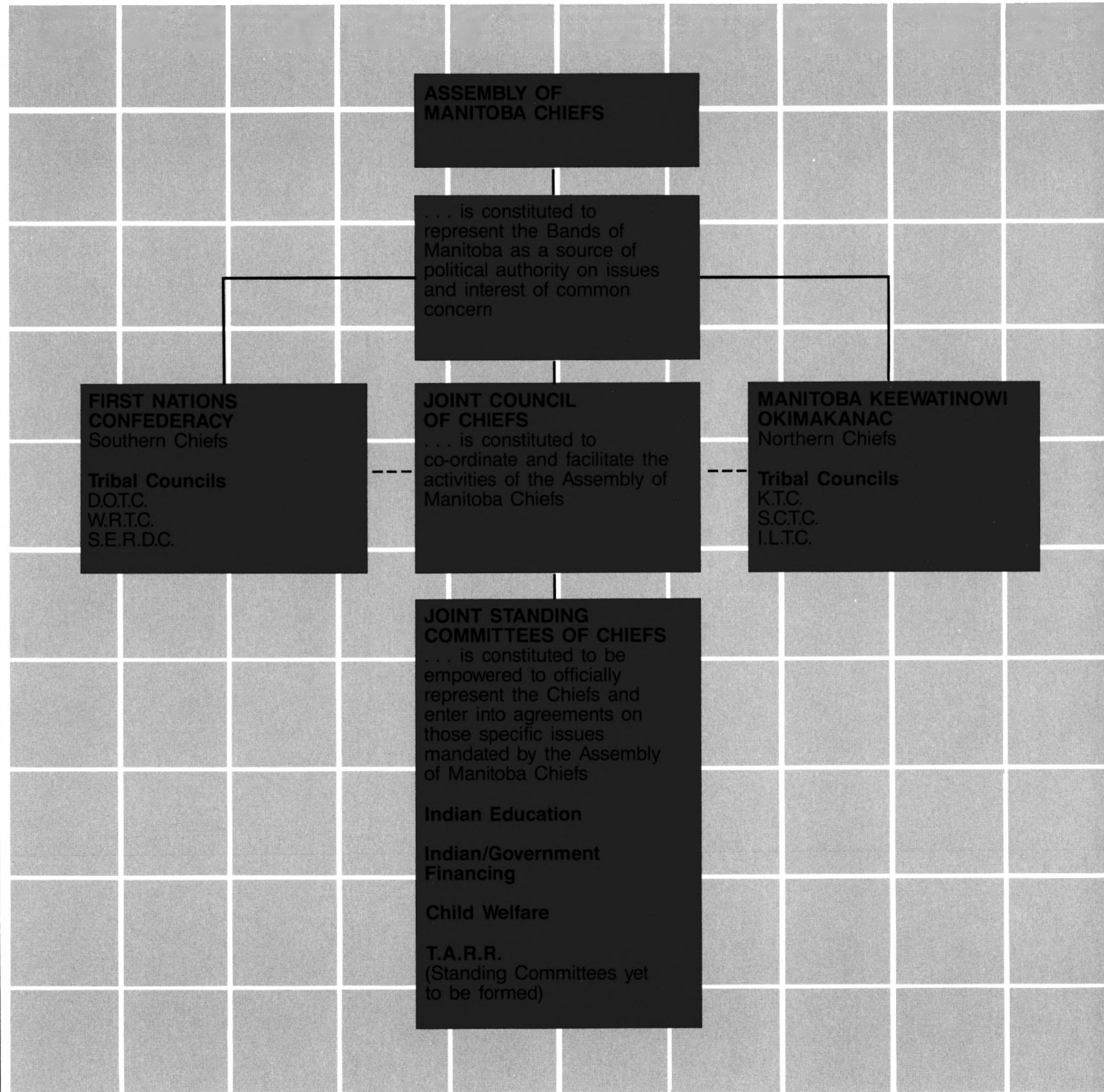
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Manitoba Keewatinowi
Okimakanac

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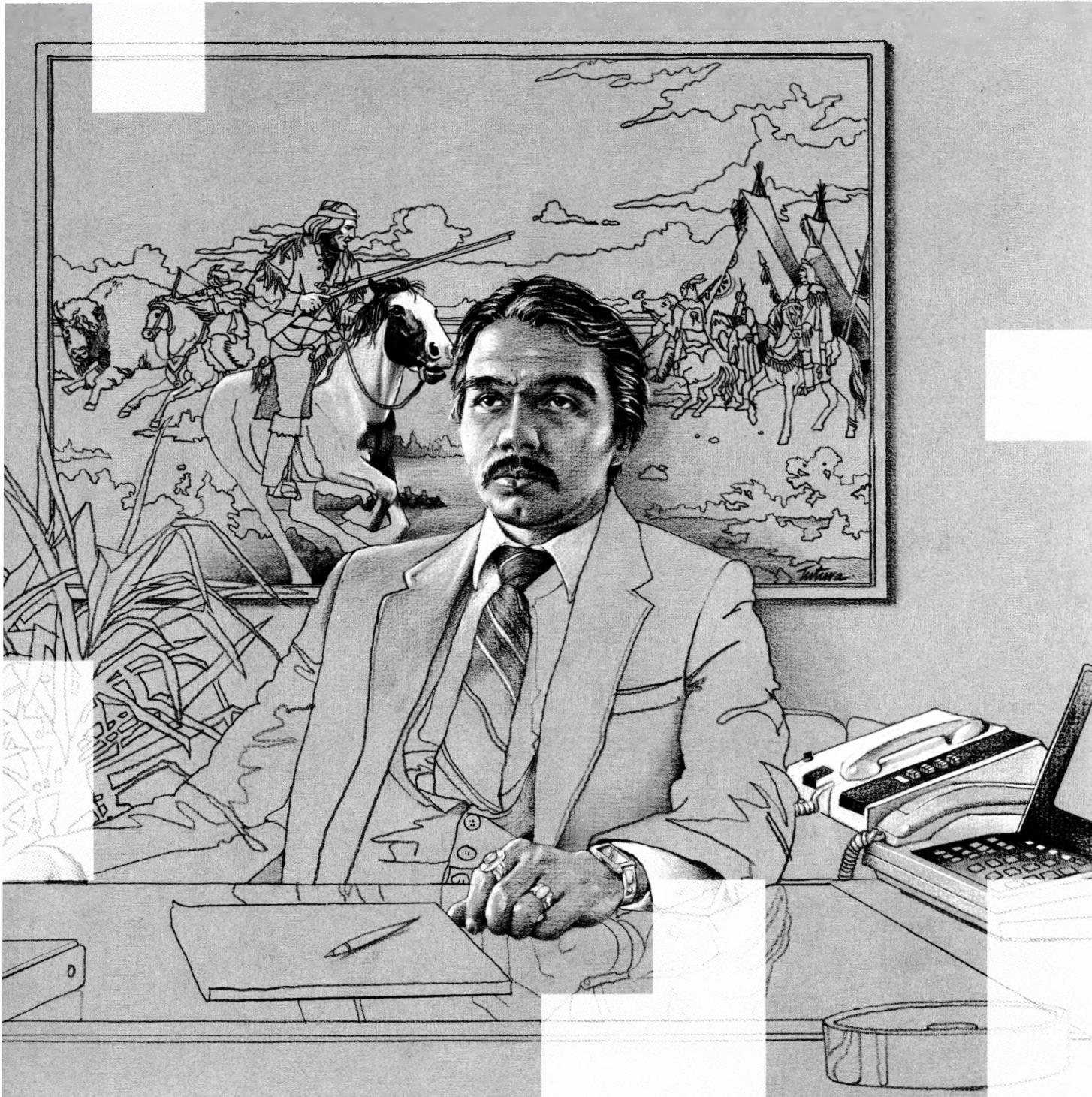


**POLITICAL ACCORD
NORTH/SOUTH**



CONTINUED
FUTURE EVOLUTION

Where do we go from here?



For the past several years, there has been an acceleration of other Indian local control institutions

complementing specialized professional endeavours, namely;

Manitoba Indian Education Program

Manitoba Indian Counselling Centre

Indian Child Welfare and Family Services Agencies

Treaty & Aboriginal Rights Commission

Indian Economic Development Corporations

to name a few.

This is just the beginning of the continued future evolution of Indian Government in Manitoba and there are plans for expansion far beyond the Department's capacity to respond.

However, the National Departmental direction and overall goals support these thrusts as identified in the Annual Review, 1981/82:

Enhance respect for native rights, meet obligations, and settle grievances and claims;

Foster economic and employment development on and off-Reserve;

Strengthen Indian Band Government in the Reserve community and encourage social and cultural development for Indian communities; and

Continue to devolve responsibility from the Federal Government to native peoples in support of increased native self-determination.

In the fiscal year 1981/82, the National Department focused new policy developments and program activities in accordance with the following priorities:

Develop policy in the native claims area to facilitate the timely and satisfactory settlement of grievances and claims of native people;

Begin to define, through consultation, a new relationship for Canada's native peoples and the federal, provincial, and territorial governments, based on the clarification and protection of aboriginal rights and treaty obligations;

Establish new programs for native economic development to improve local self-reliance;

Meet the legal and moral obligations of the government with respect to the needs of Indian and Inuit people;

Implement new and social development programs that address major Indian social issues, including access to provincial services;

Enhance Band capacity to manage and deliver Departmental programs at local levels; and

Provide the resource base and administrative structures to reinforce the process of devolution, and foster Band development and local Indian government.

There were also certain national policy developments evolving:

Social, political, and economic issues regarding native peoples throughout the 1970's and early 1980's have substantially influenced the Department's working environment. As they have evolved, these concerns have resulted in new or redefined policies in specific areas of Departmental responsibility;

Recognition of the changing needs and aspirations of Indian and Inuit groups has resulted in policy reviews by the Department in the areas of the Constitution Act, 1982, native claims, the Indian Act, and Indian band government.

Constitution Act, 1982

The Department has been closely involved with the Constitution Act, 1982, because it focuses on native concerns in several key areas. Following is the text of the provisions in the Act that pertain specifically to aboriginal peoples.

Part I — Canadian Charter of Rights and Freedoms

5. *The guarantee in this Charter of certain rights and freedoms shall not be construed so as to abrogate or derogate from any aboriginal, treaty, or other rights or freedoms that pertain to the aboriginal peoples of Canada, including:*

- (a) *any rights or freedoms that have been recognized by the Royal Proclamation of October 7, 1763; and*
- (b) *any rights or freedoms that may be acquired by the aboriginal peoples of Canada by way of land claims settlement.*

Part II — Rights of the Aboriginal Peoples of Canada

35. (1) *The existing aboriginal and treaty rights of the aboriginal peoples of Canada are hereby recognized and affirmed.*

(2) *In this Act, "aboriginal peoples of Canada" includes the Indian, Inuit, and Metis peoples of Canada.*

Part IV — Constitutional Conference

37. (1) *A constitutional conference composed of the Prime Minister of Canada and the first ministers of the provinces shall be convened by the Prime Minister of Canada within one year after this Part comes into force.*

(2) *The conference convened under sub-section (1) shall have included in its agenda an item respecting constitutional matters that directly affect the aboriginal peoples of Canada, including the identification and definition*

of the rights of those peoples to be included in the Constitution of Canada, and the Prime Minister of Canada shall invite representatives of those peoples to participate in the discussions on that item."

It is a crucial and historic period of time where there are many influencing factors outside the realm of Regional responsibility and decision making.

The results of the Constitutional discussions will have a major impact on Indian Government.

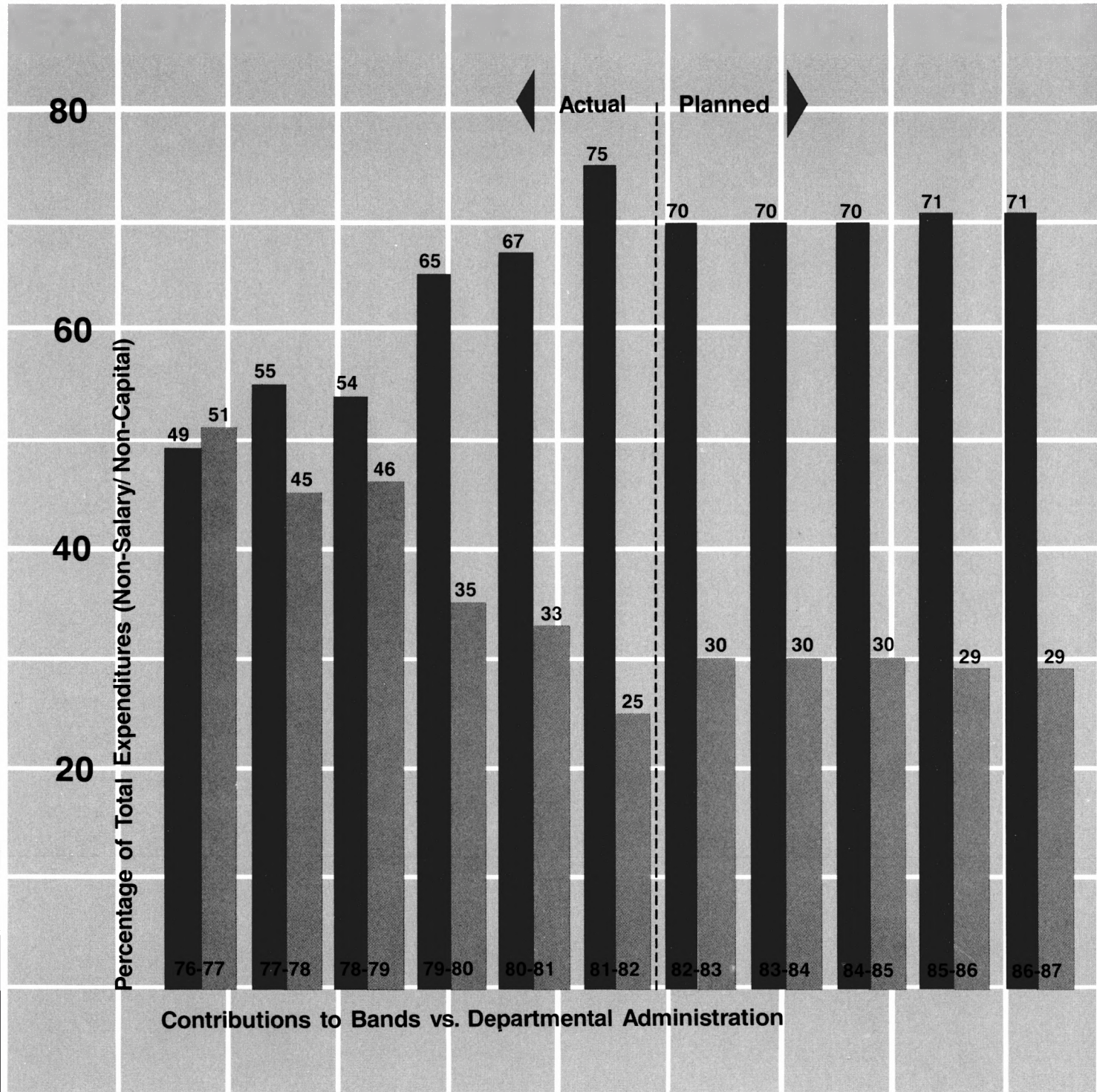
The commissioning of the Federal Government's Special Committee on Indian Self-Government will put forth recommendations regarding the legal and related institutional factors affecting the status, development, and responsibilities of Band Government on Indian Reserves.

The general economic state of the Nation and the Federal Government monetary restraint policy is presently curtailing growth factors for all Government Departments.

The monetary restraint policy is undoubtedly the most restrictive aspect from a Regional perspective in that the Manitoba Operational Plan 1983/84 - 1986/87 projects a "no-growth" philosophy for the transfer of programs and services.

**REGIONAL
DEVOLUTION
TRENDS**

Contributions
Department Administration



Contributions to Bands vs. Departmental Administration

his graphic illustrates that the
ands, Tribal Councils and
her Indian Organizations are
dministering over 70% of the
tal Manitoba Regional
udget. The final devolution of
e remaining 30% cannot be
ddressed until adequate and
ubstantial financial resources
e made available by the
ederal Government and an
greement reached on the
ollowing legislation:

***the legal status of Band
Governments***

***the accountability of Band
Councils to their
membership***

***the powers of the Minister
of Indian Affairs and
Northern Development in
relation to reserve land,
Band monies and the
exercise of Band powers***

***the financial transfer,
control and accounting
mechanisms between
Bands and the Government
of Canada***

***the legislative powers of
Bands and their
relationship to the powers
of other jurisdictions; and***

***the accountability to
Parliament of the Minister
of Indian Affairs and
Northern Development for
the monies expended by or
on behalf of Indian Bands.***

These significant factors are
the unanswered questions of
Parliament.

The Manitoba Indian
Leadership has put forth their
recommendations and future
plans to address these
concerns and they are
presently under review by the
Minister of Indian Affairs and
Northern Development. It is
anticipated that this will be the
base for meaningful
negotiations to commence the
final devolution process of
Indian Government in
Manitoba.

**REFERENCE
DOCUMENTS**

OBJECTIVES ON INDIAN
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