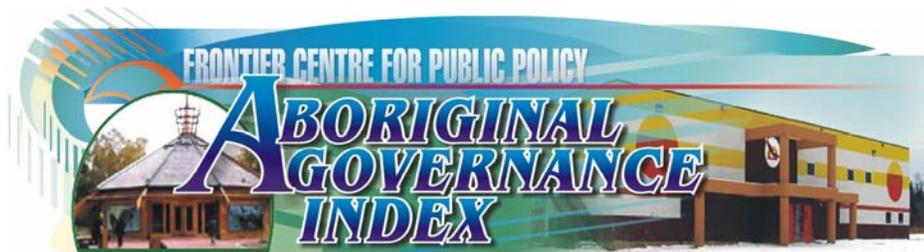




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A 2006 Ranking of Manitoba's First Nations



June 2006

By Don Sandberg, Dennis Owens and Rebecca Walberg

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Aboriginal Governance Index

A 2006 Ranking of Manitoba's First Nations



The Frontier Centre for Public Policy is an independent, non-profit organization that undertakes research and education in support of economic growth and social outcomes that will enhance the quality of life in our communities. Through a variety of publications and public forums, the Centre explores policy innovations required to make the eastern prairies region a winner in the open economy. It also provides new insights into solving important issues facing our cities, towns and provinces. These include improving the performance of public expenditures in important areas like local government, education, health and social policy.

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Dennis Owens is the Frontier's Senior Policy Analyst. A descendent of homesteaders near Portage la Prairie, he graduated from the University of Winnipeg in 1970 with a Bachelor of Arts in English and Political Science. Over a 20-year career in the transportation business, he rose to the position of operations manager of a Winnipeg-based firm. Since then he has researched and written about Canadian public policy issues for a variety of organizations including the Manitoba Taxpayers Association and the Prairie Centre. His specialties at the Frontier Centre include municipal issues, public education, healthcare and aboriginal policy. His frequent exposure in electronic and print media has included a regular commentary on CBC radio and articles printed in the *Wall Street Journal* and the *National Post*.

Rebecca Walberg is the Manning Intern at the Frontier Centre. She is currently studying for her M.A. in political history at the University of Manitoba. She will subsequently enter the Master's of Public Administration program at the University of Winnipeg. She has lived in Winnipeg for eight years, and is especially interested in health care and social policy.

About the Aboriginal Frontiers Project

The Aboriginal Frontiers Project is the Frontier Centre's series of research and commentaries that focus on Canada's First Nations. Its objective is to examine and communicate policy changes with the potential to improve the economic and social conditions of native Canadians. A main theme of the Centre's work is creating greater transparency and neutrality within all public programs. In the field of aboriginal policy, this means evaluating the effectiveness of public spending intended to reduce native poverty, examining the barriers to spontaneous wealth creation within the native community, exploring structural changes intended to reduce those barriers and developing autonomous governing systems that are both successful and sustainable. The project will also look at models of aboriginal governance within and without Canada that have had demonstrated some success in reaching those goals.

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Preface

For the most part, relationships between institutions of government and the communities, families and individuals that form Canada's population have a predictable consistency. Citizens are allowed wide latitude for social and economic expression, and a social safety net has been carefully constructed to assist those who fail to achieve at least a minimal level of sustenance on their own. In many respects, these arrangements differ for the aboriginal community. Their opportunities are constricted by a unique legal framework that differs significantly from the one that governs the mainstream of Canadian society.

The long-term effects of those differences are little understood, but plainly they create at least some incentives for behaviour that are negative in their impact. Weak property rights which undermine security of possession, legal exclusion from systems of commercial credit and the inability of courts to enforce contracts on Indian lands mean that the rewards that other Canadians expect from work and constructive effort may not be available on Indian reservations.

These differences do much to explain why aboriginals in Canada sit at the bottom of the economic ladder. In addition, the traditional response of social supports is delivered through layers of programs that often fail to reach those most in need. Assistance is indirect, and its ability to ameliorate individual need reduced by high overheads.

In the last thirty years, government spending on aboriginal Canadians has increased by 3000%, yet the data on native incomes and standards of living show little improvement. Many reserves report unemployment rates as high as 90%, and urban natives face rates as high as 50%. Other indicators of social development often associated with entrenched poverty – welfare dependency, involvement with the criminal justice system, family disintegration – also lag when applied to First Nations. No other ethnic group reflects this persistent lack of progress.

These distressing facts led the Frontier Centre to establish the Aboriginal Frontiers Project in 2003. We were fortunate to discover an individual with a long and distinguished track record of discussing such issues, and to bring him into the Project through a feature called Aboriginal Voices From Ground Zero. Our Aboriginal Policy Fellow, Don Sandberg – to our knowledge the only native Canadian in the country employed by an independent or other think tank to do this sort of work – soon made us aware of the dimensions of the governance problems faced in First Nations.

As he researched and discussed these problems, we came to appreciate that some First Nations communities were in much better shape than others. We wanted to know why. If some Indian reservations were experiencing good governance, in spite of the significant barriers common to all, why couldn't they all? That led us to propose this experimental project. How adequate are the institutions of governance in Canada's First Nations? When measured by commonly accepted standards of the quality and effectiveness of ruling institutions, how do these semi-autonomous units of governance measure up? How can we find out?

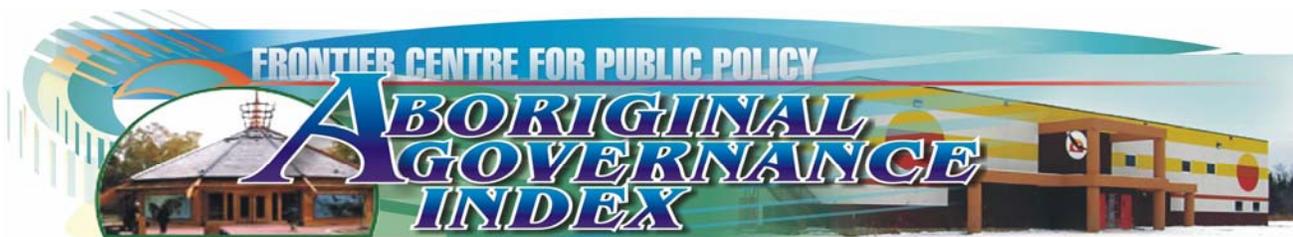
The Frontier Centre wishes to acknowledge the generous support of the Lotte & John Hecht Memorial Foundation in Vancouver for providing the seed funding for the work of the Aboriginal Governance Index, and for its continuing support for the Aboriginal Frontiers Project. This initial ranking of most of the Indian reservations in Manitoba will, we hope, be followed by more such examinations of First Nations governance in Saskatchewan and Alberta, and eventually throughout Canada.

We have learned much through this first effort, in terms of methods and our ability to measure the various phenomena that compose good governance. As a by-product, we also discovered what we should already have known: despite the obstacles that face them, the aboriginal population of Manitoba living on reserved lands are a welcoming people. They invited us into

their homes for long hours of discussion of unfamiliar issues, and were unfailingly gracious and hospitable to the Frontier Centre's representatives.

The purpose of the Aboriginal Governance Index is wholly positive. By ranking aboriginal communities, we wish to help point them in the direction of better governance practices. By publishing the results, we hope to spread the word throughout our First Nations that ways and means exist for them to improve their governing institutions and thereby improve their lot.

Peter Holle
President
The Frontier Centre for Public Policy



A 2006 Ranking of Manitoba's First Nations

By Don Sandberg, Dennis Owens and Rebecca Walberg

EXECUTIVE SUMMARY

Manitoba has the highest proportion of aboriginals in its population in Canada. The encouragement of good governance on First Nations is therefore a critically important policy issue for the Province of Manitoba. People who are well and effectively governed are much more likely to prosper, and those who are not are more likely to experience a much narrower range of opportunity and choices for economic advancement. The statistics on aboriginal poverty in Canada and Manitoba confirm that we have a problem. In that context, research that discovers whether or not good governance exists in First Nations goes to the heart of that problem.

In general, the political leadership that run these First Nation communities refused to participate in this project, so this report ranks governance on 59 Manitoba First Nations based personal interviews and surveys by Frontier's Aboriginal Policy Fellow Don Sandberg with band residents conducted between October 2005 and April 2006.

Each ranking is based on a weighted composite of scores evaluating 6 broad areas of good governance. The subdivided categories for good governance used were:

- Elections - How fair and impartial are votes for leaders?
- Administration - How effectively is the band's business conducted?
- Human Rights - How much regard is assigned to basic rights?
- Transparency - How well are citizens informed about government?
- Services - How well are health, education, social and municipal services delivered?
- Economy - How well is the community providing economic development?

The Aboriginal Governance Index is designed to provide Manitoba's First Nations with a convenient benchmark through which individual bands can measure their progress in achieving responsible self-government. A copy of the survey questions also appears later in the report, and it is the hope of the authors that leaders of First Nations will closely read its contents and make the appropriate conclusions about policy reforms that could bring them closer to ideal best practices.

The analysis of the Aboriginal Governance Index, based on data gathered from direct surveys of populations living in First Nations, ranks these communities as having superior systems of governance, along with their total scores:

- Poplar River 75%
- Sagkeeng 70%
- Marcel Colomb 69%
- Rolling River 67%
- Gamblers 66%
- Swan Lake 63%

- Fisher River 62%
- Berens River 61%
- Long Plain 60%
- Brokenhead 58%
- Mathias Colomb 56%
- Tootinaowazlibeeng 55%

These First Nations scored the lowest in the Index:

- Lake Manitoba 37%
- Mosakahiken 36%
- Sioux Valley 36%
- Dauphin River 36%
- St. Theresa Point 34%
- Barren Lands 33%
- Birdtail 30%
- Little Grand Rapids 30%
- Norway House 28%
- Lake St. Martin 27%
- Buffalo Point 10%

The balance of the 59 out of 63 Manitoba First Nations surveyed ranked in the middle. A full list of their scores appears later in this report. A map of their locations throughout the province is also presented.

The section on correlations is instructive for discovering what reforms are most important in obtaining a better overall score for good governance. The correlation between the Human Rights grade and the overall score is .77, and the correlation between the Transparency grade and the overall score is .80. In other words, these two measurements are the best indicators of the overall health of the band in question. If you could measure only one or two aspects of band performance, these scores would give you the best indication of how band is performing overall.

The lack of co-operation from most band councils and administrative staff is worth repeating. Although external measurements of this sort can be painful, they are certainly needed, given the turmoil experienced in the governance structures of many First Nations. As our lead surveyor, Aboriginal Policy Fellow Don Sandberg, reports, "All Manitoba First Nation band offices were sent copies of governance index surveys for their own staff to complete, but not one First Nation initially responded. After return visits to some reserves, two did comply and mailed in the surveys."

"A veil of secrecy and therefore a lack of accountability continues to permeate the activities on the majority of First Nation band councils," he concludes. "Most band members are completely in the dark with regards to the disposition of band funds."

Summary of all surveys

Rank	Band name	Band Number	Elections	Administration	Human Rights	Transparency	Services	Economy	Total
1	Poplar River	277	80%	78%	76%	91%	56%	64%	75%
2	Sagkeeng	262	100%	47%	69%	75%	68%	54%	70%
3	Marcel Colomb	328	85%	48%	83%	91%	48%	48%	69%
4	Rolling River	291	85%	61%	69%	82%	49%	48%	67%
5	Gamblers	294	96%	58%	59%	80%	44%	48%	66%
6	Swan Lake	263	88%	64%	44%	80%	51%	44%	63%
7	Fisher River	264	79%	56%	62%	71%	47%	52%	62%
8	Berens River	266	100%	52%	64%	53%	55%	31%	61%
9	Long Plain	287	71%	55%	47%	73%	55%	54%	60%
10	Brokenhead	261	81%	52%	54%	54%	53%	51%	58%
11	Mathias Colomb	311	53%	43%	69%	74%	60%	32%	56%
12	Tootinaowaziibeeng	292	85%	33%	61%	39%	59%	49%	55%
13	Roseau River	273	85%	37%	57%	48%	43%	41%	53%
14	Fox Lake	305	66%	43%	57%	50%	53%	43%	53%
15	Pauingassi	327	84%	61%	52%	48%	44%	23%	53%
16	Cross Lake	276	64%	56%	51%	53%	34%	49%	52%
17	Keeseekoowenin	286	83%	53%	69%	45%	50%	0%	52%
18	Opaskwayak	315	64%	41%	45%	60%	48%	51%	52%
19	O-Chi-Chak-Ko-Sipi	279	80%	30%	61%	20%	59%	46%	51%
20	Canupawakpa	289	79%	45%	39%	42%	52%	50%	51%
21	Little Black River	260	47%	30%	75%	57%	68%	17%	50%
22	Pinaymootang	272	74%	30%	47%	58%	32%	47%	49%
23	Chemawawin	309	53%	35%	42%	59%	42%	61%	49%
24	Waywayseecappo	285	71%	38%	25%	70%	39%	38%	48%
25	Dakota Plains	288	33%	48%	63%	66%	42%	32%	48%
26	Garden Hill	297	76%	44%	33%	80%	27%	17%	48%
27	Wasagamack	299	62%	27%	58%	77%	44%	11%	48%
28	Nisichawayasihk	313	73%	29%	49%	49%	43%	35%	48%
29	Wuskwisiipihk	324	65%	38%	47%	51%	47%	32%	48%
30	Dakota Tipi	295	70%	46%	31%	60%	46%	25%	47%
31	Kinonjeoshtegon	268	76%	20%	52%	34%	49%	37%	46%
32	Bloodvein	267	60%	39%	50%	57%	36%	17%	45%
33	Northlands	317	64%	32%	51%	52%	39%	23%	45%
34	Peguis	269	68%	49%	30%	43%	49%	26%	44%
35	Shamattawa	307	68%	42%	33%	53%	34%	27%	44%
36	Grand Rapids	310	67%	43%	41%	35%	35%	43%	44%
37	God's Lake	296	87%	50%	29%	51%	33%	0%	43%
38	War Lake	323	55%	37%	50%	47%	40%	19%	43%
39	Pine Creek	282	65%	26%	58%	23%	34%	28%	41%
40	Bunibonibee	301	79%	43%	32%	27%	31%	31%	41%
41	Tataskweyak	306	70%	31%	34%	39%	41%	26%	41%
42	Sapotaweyak	314	79%	28%	36%	29%	38%	30%	41%
43	Sandy Bay	283	64%	23%	35%	40%	44%	31%	40%
44	York Factory	304	62%	27%	39%	28%	49%	32%	40%
45	Ebb and Flow	280	69%	25%	34%	27%	52%	24%	39%
46	Skownan	281	58%	23%	56%	22%	26%	37%	39%

Rank	Band name	Band Number	Elections	Administration	Human Rights	Transparency	Services	Economy	Total
47	Red Sucker Lake	300	63%	29%	53%	26%	33%	22%	39%
48	Sayisi Dene	303	69%	31%	40%	36%	41%	10%	39%
49	Lake Manitoba	271	57%	24%	30%	40%	44%	23%	37%
50	Sioux Valley	290	57%	36%	34%	23%	38%	25%	36%
51	Mosakahiken	312	73%	33%	24%	25%	28%	30%	36%
52	Dauphin River	316	73%	19%	60%	0%	30%	21%	36%
53	St. Theresa Point	298	45%	30%	24%	54%	26%	22%	34%
54	Barren Lands	308	74%	8%	23%	32%	38%	14%	33%
55	Little Grand Rapids	270	43%	40%	16%	36%	26%	17%	30%
56	Birdtail	284	48%	22%	29%	23%	37%	17%	30%
57	Norway House	278	51%	33%	14%	22%	29%	17%	28%
58	Lake St. Martin	275	56%	12%	24%	13%	31%	23%	27%
59	Buffalo Point	265	0%	34%	10%	7%	0%	13%	10%

BACKGROUND

The legal underpinnings of Manitoba's Indian reservations began with a Royal Proclamation in 1763 that recognized Indian nationhood and titles to lands. In 1867, the *British North America Act* assigned to the federal government jurisdiction over Indians and land reserved for Indians. The 1876 *Indian Act* provides the basis for regulation of Indian affairs. The Numbered Treaties 1 to 10, which allocated reserve lands to various tribes, were signed with Manitoba Indian bands between 1871 and 1905. Five Manitoba First Nations were not signatories to these Treaties, but operate within the same rules.

The province of Manitoba contains the highest proportion of aboriginal populations in Canada. Registered First Nations members number more than 120,000 people, just over three-fifths of whom live in 63 First Nations that occupy reserved lands. Some of them have the largest populations and land masses of aboriginal bands in Canada.

The nuts and bolts of governance activity in these communities has evolved rapidly in recent years. The federal government, once the paternalistic controller of almost all aspects of aboriginal life through its Department of Indian Affairs and Northern Canada (INAC), has responded to persistent and justified demands for self-governance by handing down to Chiefs and band councils a rigorous framework for top-down governance.

Almost by historical accident, then, those governments now exercise extraordinary powers. They include functions that other Canadians would regard as the business of municipal governments, services like sewer, water and roads, and programs normally thought of as provincial responsibilities, like healthcare and schooling. Many communities offer their own such services, and many work back and forth with provincial authorities to obtain access to them. In a similar vein, some larger bands have their own local police forces, which work closely with federal RCMP detachments nearby, but the RCMP provides all police services to most communities and the province provides court services.

Far beyond these programs traditionally regarded as governmental in nature, local Chiefs and band councils also exercise jurisdiction over matters that in other Canadian communities are usually a function of private markets. All housing is owned collectively and assigned to families by means of a local decision-making process. All economic development, and in most cases all enterprises operating on reserved lands are also creatures of bands and band councils.

Another characteristic unfamiliar to non-reservation populations is the ability of band governments to revoke membership. Usually expressed through the mechanism of Band Council Resolutions (BCR), these notorious edicts are regularly used on reserved lands to remove individuals and families from communities by cancelling their memberships in the bands. This single, powerful feature of reservation life politicizes these communities even more than their governments' wider-than-normal powers to intrude in decision-making. In short, it makes one's very citizenship the creature of political support for existing band leaders.

A further complication, and one that politicizes reserve communities even further, remains the continuing role of INAC. Through the *Indian Act* this federal department still has the ultimate fiduciary responsibility for reserved lands. Bands must follow sets of rules and regulations for justifying and accounting for program spending. Auditing requirements, when monitored and enforced, can in the absence of demonstrated competence trigger arrangements like third-party management, where INAC assigns oversight of band affairs to designated parties, or direct oversight by federal civil servants.

This landscape complicates the prospects for success of governance relative to those faced by non-aboriginal entities. In addition, the system of checks and balances placed on democratic governments at all levels by the ballot box is much more precarious because incumbents exert so much leverage over collective assets and by means of that acquire inordinate power to influence the outcome of elections.

THE PROJECT AND ITS PARAMETERS

Concentrating all this activity into a few powerful hands presents an open invitation for injustice and a direct formula for discontent. Unsurprisingly, the field work of the Frontier Centre's Aboriginal Policy Fellow, Don Sandberg, confirms a disturbing phenomenon. Many members of Manitoba's Indian bands are highly critical of the current system of governing. Once cohesive communities are now divided between "haves" and "have nots," those with political power and the economic benefits that directly flow from it.

In response to this feedback, and partly out of analytic fascination with these redoubts of totalitarian power and the public policy ramifications of such centralized governments, the Frontier Centre decided to go directly onto First Nations and examine governance in aboriginal communities more closely. We proposed to visit as many of the 63 Indian reserves in Manitoba as possible and ask the people themselves what they thought of their governing institutions. The report that follows presents data on many areas of reserve life, their people and their governing bodies.

Our goal was to rate Manitoba's bands on a scale from the best to the worst in the assessment of the relative success of their systems of governance. Are they experiencing good governance? What is the aboriginal viewpoint of the process and its results? To find out, we constructed a survey presenting questions derived from a well-developed body of theory related to best practices in public policy. The data coming out of the surveys enabled us to identify the First Nations in Manitoba that have demonstrated significant political and economic progress and achieved real independence, and those that have not.

The purpose of the project is to provide Manitoba's First Nations with a convenient benchmark with which individual bands can measure their progress in achieving responsible self-government. The project was not intended to focus on the distance traveled towards self-government, but rather to rate Manitoba's native bands by the standards of good government as they travel down that path.

The movement towards full autonomy for First Nations and away from the bureaucratic paternalism of INAC has had successes and failures. We have tried to identify the elements of governance that have characterized successful transitions in order to provide all First Nations with information about best practices. We hope that this information may then be employed in a positive fashion to improve the lives and fortunes of all bands and their individual residents. By expanding public knowledge of how First Nations operate, it is intended to illustrate to aboriginal communities how they might change for the better and thereby achieve a higher standing on the list.

THE MEANING AND CONTENT OF GOOD GOVERNANCE

Good governance is a concept that has come into regular use in political science, public administration and, more particularly, the management of development. An important catalyst for other values, it appears alongside such terms such as democracy, civil society, participation,

human rights and sustainable development as important elements of human organization. In the last decade, it has been closely associated with public sector reform.

According to the Organization for Economic Co-operation and Development (OECD), an international vehicle for best practices in developed countries, good governance contains these major characteristics. It is:

- **Participatory** – Directly or through legitimate representatives, informed, organized men and women engage in decision-making that considers the concerns of the entire community.
- **Transparent** – Decisions and their enforcement follow rules and regulations; information and access are freely available in understandable forms.
- **Effective and Efficient** – Processes and institutions make the best use of available resources to meet the needs of society in a sustainable, environmentally protective manner.
- **Responsive** – Processes and institutions try to serve all stakeholders within a reasonable timeframe.
- **Accountable** – Government, the private sector and civil institutions are held to rules of responsibility for the effects of their actions on stakeholders.

CONSTRUCTION OF THE GOVERNANCE SURVEY

The next step entailed the construction of a survey that would measure whether or not those principles were reflected in the day-to-day governance of individual communities. In order to do that, we drew on the resources of the Frontier Centre's years of work through the Aboriginal Frontiers Project, all of which is available at www.fcpp.org.

Our analysts wrote several drafts of potential questions and divided them into six categories that reflected different real-life aspects of good governance: elections, administration, human rights, transparency, services and the economy. Eventually the team pared them down to 87 questions, and assigned weightings to the questions that reflected their relative importance in relation to the principles of good governance laid out above.

Throughout the process, survey constructors relied on past Aboriginal Frontiers research and grassroots reporting to inform these weightings. What problems had we already discovered? How important were they for deciding the content of the survey data and for assuring objectivity? Would the data accurately reflect real-life conditions on the ground? Although the content of that previous work had already led us to a critical understanding of the governance problems faced by many First Nations, we hoped the design of the survey would confine its findings to the confirmation of the existence of principles of good governance in reality or their lack.

THE SURVEYING WORK

The Aboriginal Governance Index questionnaires were distributed and collected between September, 2005, and April, 2006. Most were the product of personal interviews conducted by Don Sandberg. Some were answered by respondents over the phone and some were mailed in by respondents.

A heavy reliance on personal interviews resulted from little success in obtaining survey questionnaires by telephone or mail. The telephone method fell short for two reasons; we found

that official listings of telephone numbers were inaccurate, and that many lines tried were disconnected; second, many potential respondents were uneasy about answering questions from strangers over telephone lines. The mailing method also produced spotty results; many respondents promised to forward questionnaires by mail but they never arrived and, as with telephoning, the issue of trust created barriers.

The warm winter of 2005-2006 also created difficulties. Reservations accessible only by winter roads remained out of reach except by airplane, the cost of which exceeded our budget estimates for the project. The goal of surveying all Manitoba First Nations therefore fell short by four communities. The reserved lands called Hollow Water, Little Saskatchewan, O-Pipon-Na-Piwin Cree and Manto Sipi Cree were never surveyed, and have been omitted from the rankings. Surveys were collected from 59 Manitoba reserves.

All questions were assigned points according to the weights decided in conference, and the quantitative values derived from all surveys were distributed by band to arrive at the final rankings. All completed surveys are included in the ensuing calculations. If a section of a survey contains no answers, that section is excluded from calculations, but the other sections of that survey are included. The six sections of the survey were weighted and yielded an overall score that allowed us to compare bands.

A listing of all Manitoba's Indian reservations, their band numbers and populations:

Band Name	Band Number	Total Registered Population	Population on Reserve	Percentage On Reserve	Percentage Off Reserve
Barren Lands	308	916	395	43.1%	56.9%
Berens River	266	2,571	1,657	64.4%	35.6%
Birdtail	284	698	408	58.5%	41.5%
Bloodvein	267	1,367	869	63.6%	36.4%
Brokenhead	261	1,555	506	32.5%	67.5%
Buffalo Point	265	108	41	38.0%	62.0%
Bunibonibee	301	2,441	2,093	85.7%	14.3%
Canupawakpa	289	568	295	51.9%	48.1%
Chemawawin	309	1,599	1,218	76.2%	23.8%
Cross Lake	276	6,514	4,627	71.0%	29.0%
Dakota Plains	288	234	151	64.5%	35.5%
Dakota Tipi	295	239	N/A	N/A	N/A
Dauphin River	316	269	159	59.1%	40.9%
Ebb and Flow	280	2,258	1,293	57.3%	42.7%
Fisher River	264	3,050	1,683	55.2%	44.8%
Fort Alexander	262	6,525	3,142	48.2%	51.8%
Fox Lake	305	1,001	143	14.3%	85.7%
Gamblers	294	149	53	35.6%	64.4%
Garden Hill	297	3,799	3,420	90.0%	10.0%
God's Lake	296	N/A	1500	N/A	N/A
Grand Rapids	310	1,397	786	56.3%	43.7%
Hollow Water*	263	1,489	935	62.8%	37.2%
Keeseekoowenin	286	997	470	47.1%	52.9%
Kinonjeoshtegon	268	672	339	50.4%	49.6%

Lake Manitoba	271	1,664	867	52.1%	47.9%
Lake St. Martin	275	2,066	1,334	64.6%	35.4%
Little Black River	260	916	662	72.3%	27.7%
Little Grand Rapids	270	1,321	1,063	80.5%	19.5%
Little Saskatchewan*	274	1,015	646	63.6%	36.4%
Long Plain	287	3,145	N/A	N/A	N/A
Manto Sipi*	302	674	591	87.7%	12.3%
Marcel Colomb	328	318	5	1.6%	98.4%
Mathias Colomb	311	N/A	1,681	N/A	N/A
Mosakahiken	312	1,654	1,179	71.3%	28.7%
Nisichawayasihk	313	4,174	2,488	59.6%	40.4%
Northlands	317	927	784	84.6%	15.4%
Norway House	278	N/A	3,950	N/A	N/A
O-Chi-Chak-Ko-Sipi	279	822	473	57.5%	42.5%
O-Pipon-Na-Piwin*	318	1,070	57	5.3%	94.7%
Opaskwayak	315	4,854	2,981	61.4%	38.6%
Paungassi	327	559	521	93.2%	6.8%
Peguis	269	7,914	3,349	42.3%	57.7%
Pinaymootang	272	2,623	1,240	47.3%	52.7%
Pine Creek	282	2,564	1,199	46.8%	53.2%
Poplar River	277	1,321	1,064	80.5%	19.5%
Red Sucker Lake	300	885	794	89.7%	10.3%
Rolling River	291	898	492	54.8%	45.2%
Roseau River	273	2,081	1,087	52.2%	47.8%
Sandy Bay	283	5,201	3,290	63.3%	36.7%
Sapotaweyak	314	1,901	860	45.2%	54.8%
Sayisi Dene	303	683	337	49.3%	50.7%
Shamattawa	307	1,239	1,217	98.2%	1.8%
Sioux Valley	290	2,187	1,279	58.5%	41.5%
Skownan	281	1,149	644	56.0%	44.0%
St. Theresa Point	298	3,190	2,982	93.5%	6.5%
Swan Lake	293	1,165	676	58.0%	42.0%
Tataskweyak	306	2,972	2,099	70.6%	29.4%
Tootinaowaziibeeng	292	1,203	574	47.7%	52.3%
War Lake	323	229	83	36.2%	63.8%
Wasagamack	299	1,597	1,466	91.8%	8.2%
Waywayseecappo	285	2,231	1,299	58.2%	41.8%
Wuskwi Sipiik	324	569	172	30.2%	69.8%
York Factory	304	1,055	437	41.4%	58.6%
		110452	72105	65.3%	34.7%

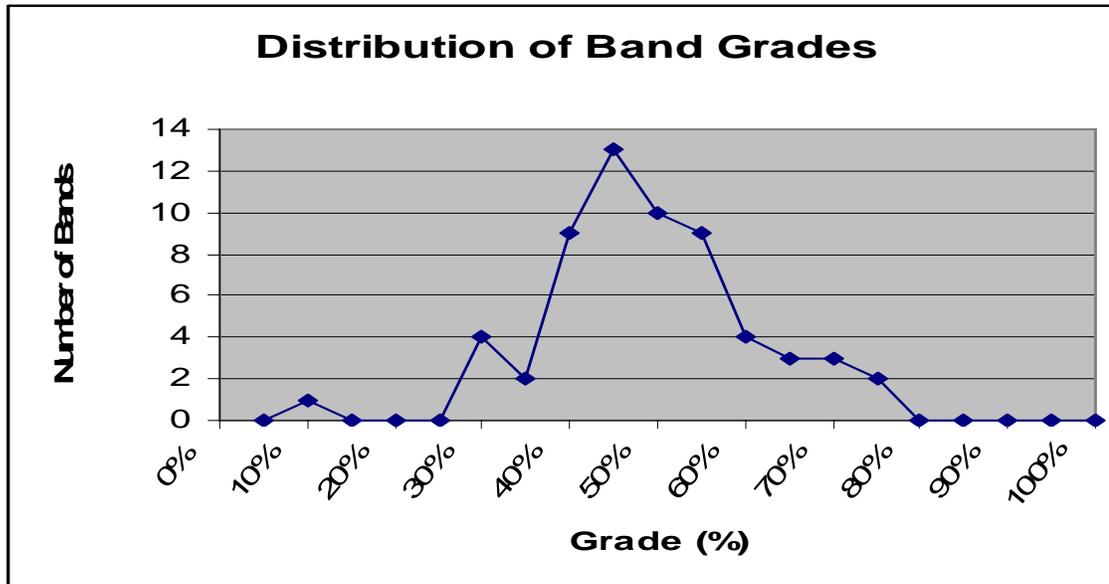
*Not surveyed

Source: INAC

RANKINGS

Respondents report widely differing results within and between individual bands. Accordingly, more important than the score derived for each band is the overall distribution of grades. Those bands in the bottom quartile represent those reserves whose inhabitants fare very poorly, by absolute and relative standards.

The distribution of the grades shows a strong central tendency. This indicates that those bands at either end of the curve are worthy of examination, in order to identify factors that contribute to success or failure.



The top quintile of Manitoba bands is as follows:

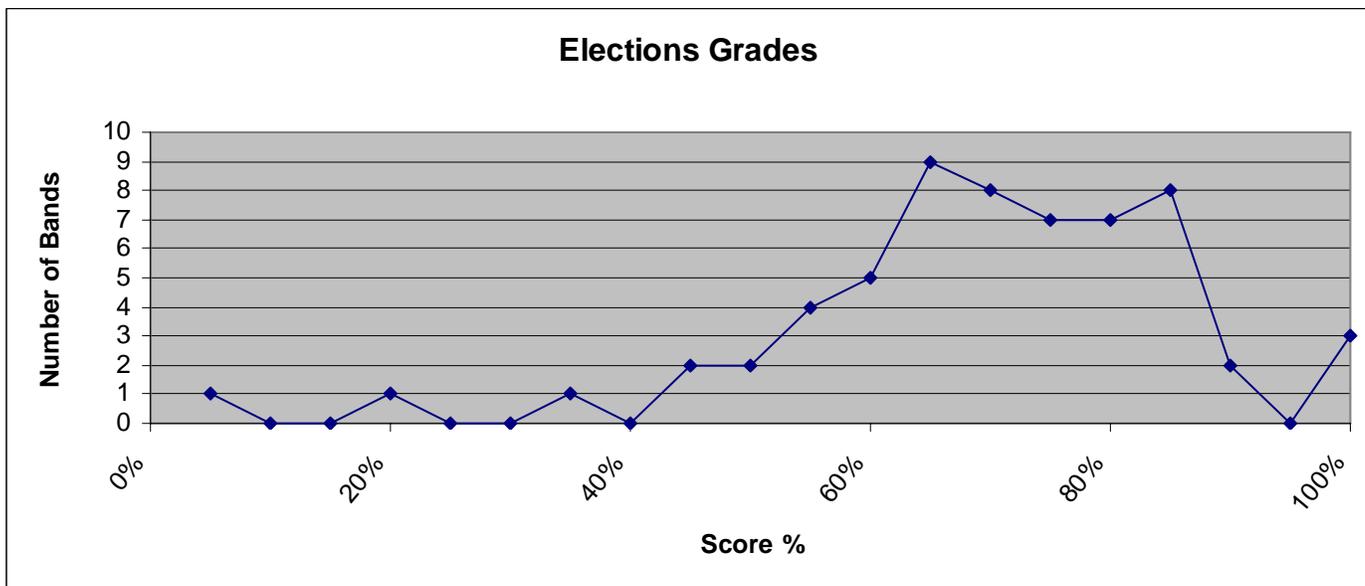
Band Name	Score
Poplar River	75%
Sagkeeng	70%
Marcel Colomb	69%
Rolling River	67%
Gamblers	66%
Swan Lake	63%
Fisher River	62%
Berens River	61%
Long Plain	60%
Brokenhead	58%
Mathias Colomb	56%
Tootinaowazlibeeng	55%

The bottom quintile of Manitoba bands is as follows:

Band Name	Score
Lake Manitoba	37%
Mosakahiken	36%
Sioux Valley	36%
Dauphin River	36%
St. Theresa Point	34%
Barren Lands	33%
Birdtail	30%
Little Grand Rapids	30%
Norway House	28%
Lake St. Martin	27%
Buffalo Point	10%

Distribution and ranking of the bands varied widely among the six sub-categories. The distribution and top and bottom decile in each category is as follows:

Elections

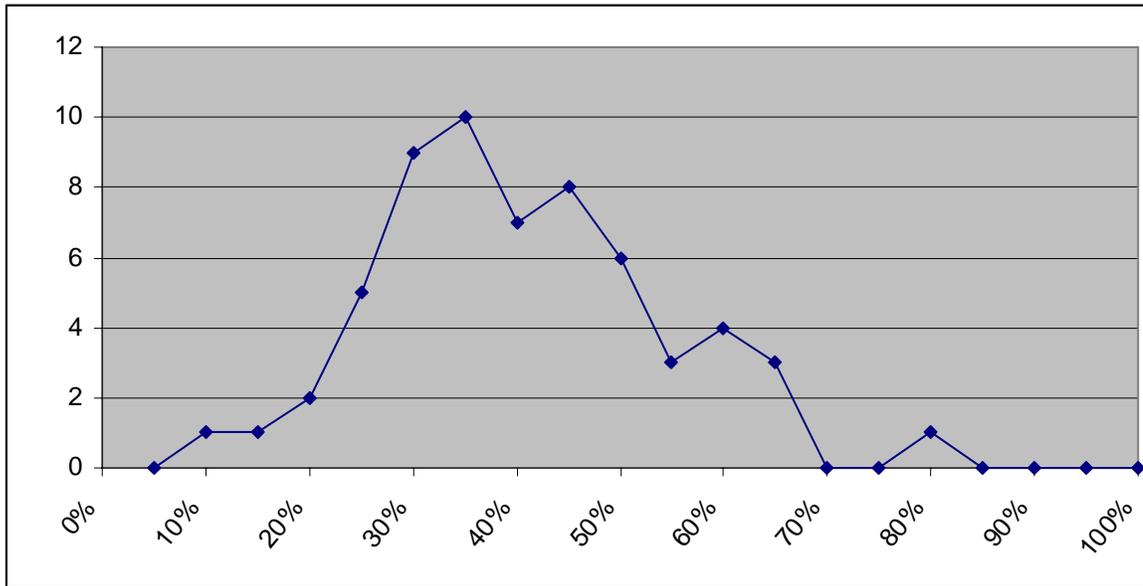


Top decile

Bottom decile

Band	Grade	Band	Grade
Sagkeeng	100%	Little Black River	47%
Berens River	100%	St. Theresa Point	45%
Gamblers	96%	Little Grand Rapids	43%
Long Plain	88%	Dakota Plains	33%
God's Lake	87%	Buffalo Point	0%
Marcel Colomb	85%		

Administration

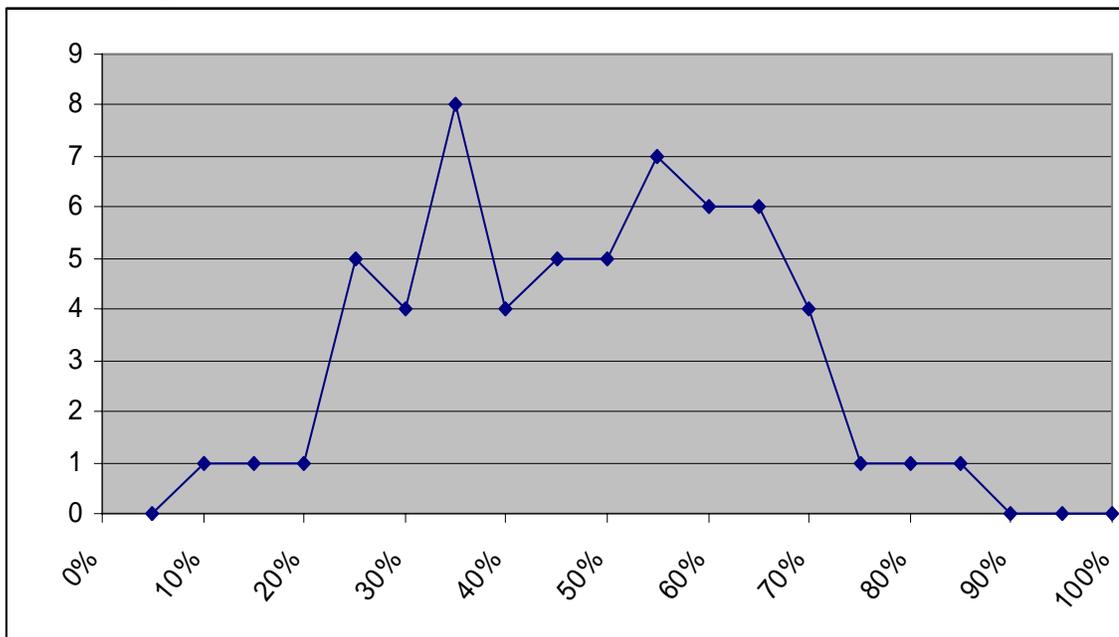


Top decile

Bottom decile

Band	Grade	Band	Grade
Poplar River	78%	Skowman	23%
Long Plain	64%	Birdtail	22%
Rolling River	61%	Kinonjeoshtegon	20%
Pauingassi	61%	Dauphin River	19%
Gamblers	58%	Lake St. Martin	12%
Cross Lake	56%	Barren Lands	8%

Human Rights

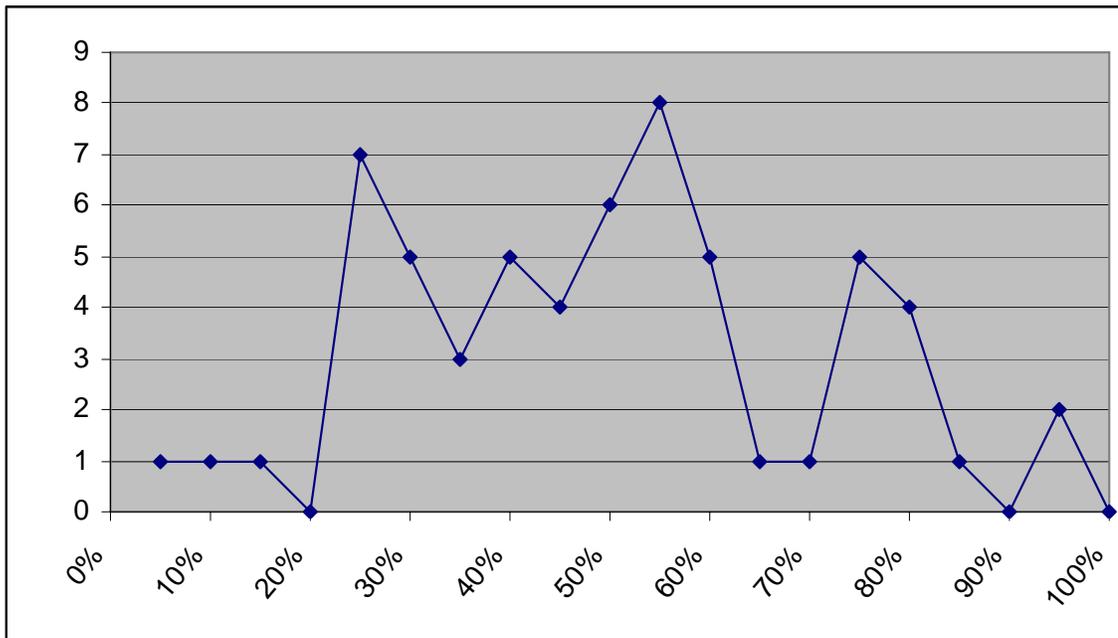


Top decile

Bottom decile

Band	Grade	Band	Grade
Marcel Colomb	83%	Lake St. Martin	24%
Poplar River	76%	St. Theresa Point	24%
Little Black River	75%	Barren Lands	23%
Rolling River	69%	Little Grand Rapids	16%
Keeseekoowenin	69%	Norway House	14%
Sagkeeng	69%	Buffalo Point	10%

Transparency

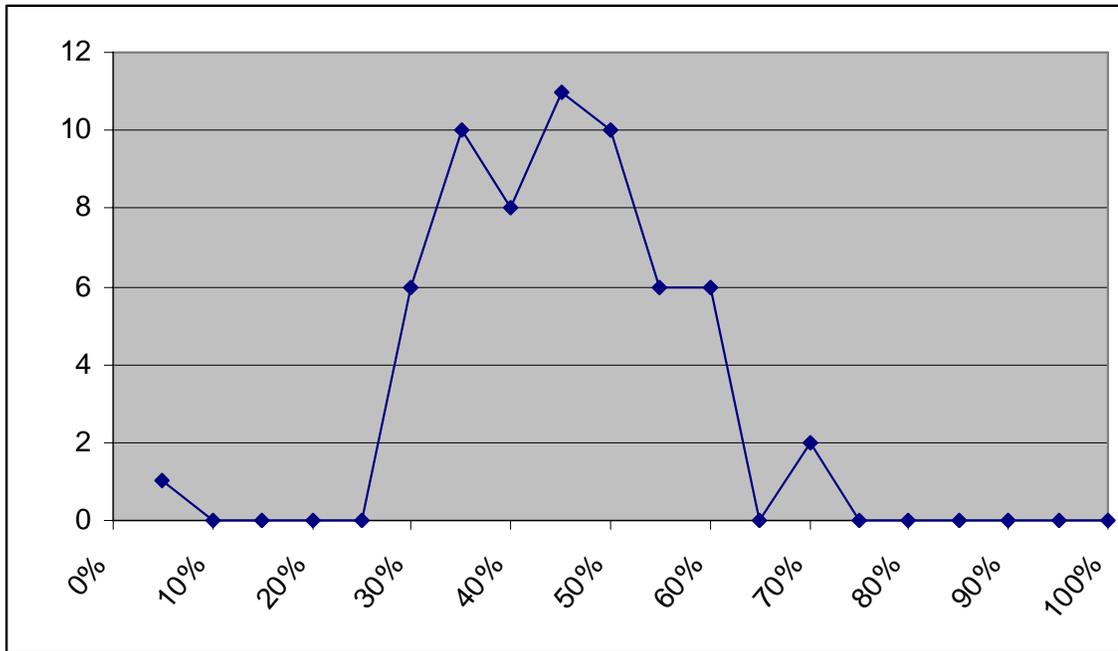


Top decile

Bottom decile

Band	Grade	Band	Grade
Marcel Colomb	91%	Skowman	22%
Poplar River	91%	Norway House	22%
Rolling River	82%	O-Chi-Chak-Ko-Sipi	20%
Garden Hill	80%	Lake St. Martin	13%
Gamblers	80%	Buffalo Point	7%
Long Plain	80%	Dauphin River	0%

Services

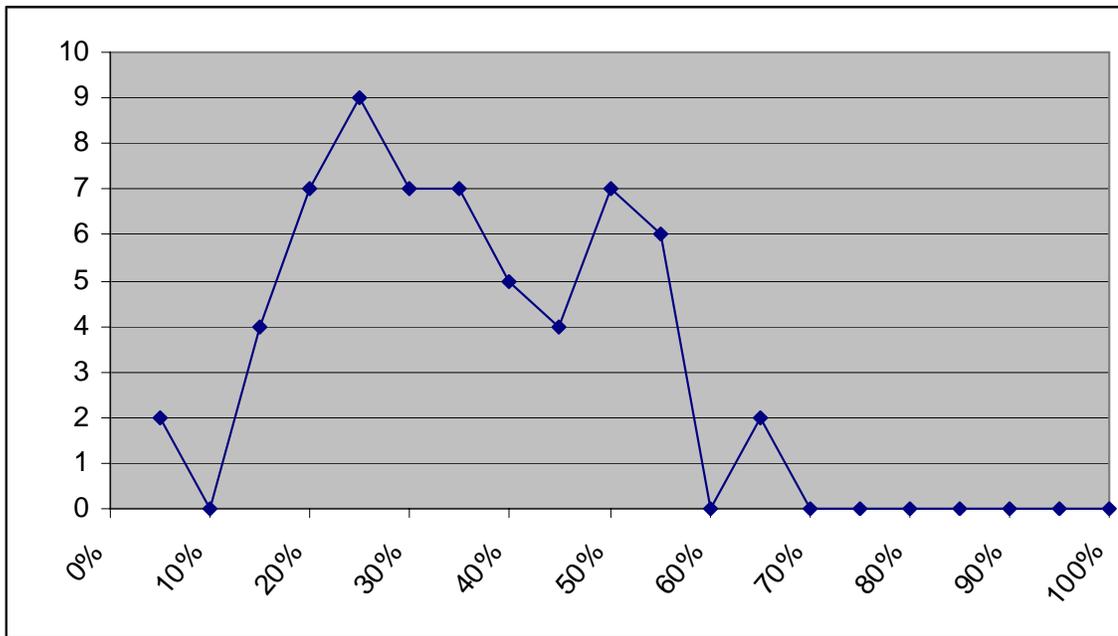


Top decile

Bottom decile

Band	Grade	Band	Grade
Sagkeeng	68%	Mosakahiken	28%
Little Black River	68%	Garden Hill	27%
Mathias Colomb	60%	Skowman	26%
O-Chi-Chak-Ko-Sipi	59%	Little Grand Rapids	26%
Tootinaowazlibeeng	59%	St. Theresa Point	26%
		Buffalo Point	0%

Economy



Top decile

Bottom decile

Band	Grade	Band	Grade
Poplar River	64%	Barren Lands	14%
Chemawawin	61%	Buffalo Point	13%
Sagkeeng	54%	Wasagamack	11%
Long Plain	54%	Sayisi Dene	10%
Fisher River	52%	Keeseekoowenin	0%
Opaskwayak	51%	God's Lake	0%

Summary of all surveys

Rank	Band name	Band Number	Elections	Administration	Human Rights	Transparency	Services	Economy	Total
1	Poplar River	277	80%	78%	76%	91%	56%	64%	75%
2	Sagkeeng	262	100%	47%	69%	75%	68%	54%	70%
3	Marcel Colomb	328	85%	48%	83%	91%	48%	48%	69%
4	Rolling River	291	85%	61%	69%	82%	49%	48%	67%
5	Gamblers	294	96%	58%	59%	80%	44%	48%	66%
6	Swan Lake	263	88%	64%	44%	80%	51%	44%	63%
7	Fisher River	264	79%	56%	62%	71%	47%	52%	62%
8	Berens River	266	100%	52%	64%	53%	55%	31%	61%
9	Long Plain	287	71%	55%	47%	73%	55%	54%	60%
10	Brokenhead	261	81%	52%	54%	54%	53%	51%	58%
11	Mathias Colomb	311	53%	43%	69%	74%	60%	32%	56%
12	Tootinaowaziibeeng	292	85%	33%	61%	39%	59%	49%	55%
13	Roseau River	273	85%	37%	57%	48%	43%	41%	53%
14	Fox Lake	305	66%	43%	57%	50%	53%	43%	53%
15	Pauingassi	327	84%	61%	52%	48%	44%	23%	53%
16	Cross Lake	276	64%	56%	51%	53%	34%	49%	52%
17	Keeseekoowenin	286	83%	53%	69%	45%	50%	0%	52%
18	Opaskwayak	315	64%	41%	45%	60%	48%	51%	52%
19	O-Chi-Chak-Ko-Sipi	279	80%	30%	61%	20%	59%	46%	51%
20	Canupawakpa	289	79%	45%	39%	42%	52%	50%	51%
21	Little Black River	260	47%	30%	75%	57%	68%	17%	50%
22	Pinaymootang	272	74%	30%	47%	58%	32%	47%	49%
23	Chemawawin	309	53%	35%	42%	59%	42%	61%	49%
24	Waywayseecappo	285	71%	38%	25%	70%	39%	38%	48%
25	Dakota Plains	288	33%	48%	63%	66%	42%	32%	48%
26	Garden Hill	297	76%	44%	33%	80%	27%	17%	48%
27	Wasagamack	299	62%	27%	58%	77%	44%	11%	48%
28	Nisichawayasihk	313	73%	29%	49%	49%	43%	35%	48%
29	Wuskwi Sipihk	324	65%	38%	47%	51%	47%	32%	48%
30	Dakota Tipi	295	70%	46%	31%	60%	46%	25%	47%
31	Kinonjeoshtegon	268	76%	20%	52%	34%	49%	37%	46%
32	Bloodvein	267	60%	39%	50%	57%	36%	17%	45%
33	Northlands	317	64%	32%	51%	52%	39%	23%	45%
34	Peguis	269	68%	49%	30%	43%	49%	26%	44%
35	Shamattawa	307	68%	42%	33%	53%	34%	27%	44%
36	Grand Rapids	310	67%	43%	41%	35%	35%	43%	44%
37	God's Lake	296	87%	50%	29%	51%	33%	0%	43%
38	War Lake	323	55%	37%	50%	47%	40%	19%	43%
39	Pine Creek	282	65%	26%	58%	23%	34%	28%	41%
40	Bunibonibee	301	79%	43%	32%	27%	31%	31%	41%
41	Tataskweyak	306	70%	31%	34%	39%	41%	26%	41%
42	Sapotaweyak	314	79%	28%	36%	29%	38%	30%	41%
43	Sandy Bay	283	64%	23%	35%	40%	44%	31%	40%
44	York Factory	304	62%	27%	39%	28%	49%	32%	40%
45	Ebb and Flow	280	69%	25%	34%	27%	52%	24%	39%
46	Skownan	281	58%	23%	56%	22%	26%	37%	39%
47	Red Sucker Lake	300	63%	29%	53%	26%	33%	22%	39%
48	Sayisi Dene	303	69%	31%	40%	36%	41%	10%	39%

Rank	Band name	Band Number	Elections	Administration	Human Rights	Transparency	Services	Economy	Total
49	Lake Manitoba	271	57%	24%	30%	40%	44%	23%	37%
50	Sioux Valley	290	57%	36%	34%	23%	38%	25%	36%
51	Mosakahiken	312	73%	33%	24%	25%	28%	30%	36%
52	Dauphin River	316	73%	19%	60%	0%	30%	21%	36%
53	St. Theresa Point	298	45%	30%	24%	54%	26%	22%	34%
54	Barren Lands	308	74%	8%	23%	32%	38%	14%	33%
55	Little Grand Rapids	270	43%	40%	16%	36%	26%	17%	30%
56	Birdtail	284	48%	22%	29%	23%	37%	17%	30%
57	Norway House	278	51%	33%	14%	22%	29%	17%	28%
58	Lake St. Martin	275	56%	12%	24%	13%	31%	23%	27%
59	Buffalo Point	265	0%	34%	10%	7%	0%	13%	10%

WEIGHTINGS

The scores are based on overall weights assigned to the six sections of the survey. An equal emphasis was assigned to the sections on Elections and Human Rights, with each carrying 19% of the weight of the total, with Transparency only slightly less important, at 18%. The other three sections, on Administration, Services and the Economy held respective weights of 14%, 15% and 15%. Within each section, separate questions were assigned separate weights, based on our assessment of their relative importance.

The weight assigned to individual questions and the scores based on the answers appear in the survey reproduced below, but survey respondents did not have access to the numbers. Most questions without assigned values were for information, not rating purposes. A few questions without assigned values were not scored because too few survey responders had access to the information requested to give us confidence in their accuracy.

The survey team held extensive discussions about scoring methods, and after much back and forth agreed that the weights and individual question scores necessarily carried some degree of subjectivity. Since the same scoring rates were used for all the First Nations surveyed, however, that subjectivity could not be said to affect the final govern rankings. We are therefore confident that the scoring above is both objective and a good basis for comparison of community governance.

CORRELATIONS IN THE DATA ANALYSIS

1. Summary

- A correlation is apparent between Administration and Transparency. Those band governments that are running the most well-administered communities tend also to be the ones whose citizens are most fully informed of the details of decision-making.
- A correlation is apparent between Human Rights and Services. The governments in bands where respect for their citizens' full range of human rights is most entrenched tend to be the communities whose educational, health and welfare services are most competently delivered.
- A correlation is apparent between the bands which scored highest on Transparency and Human Rights and those with the highest overall scores. That may indicate that those categories are the most essential to the perception of good governance. In other words,

citizens who are fully informed and whose rights are respected may view their governance structures in a more favourable way.

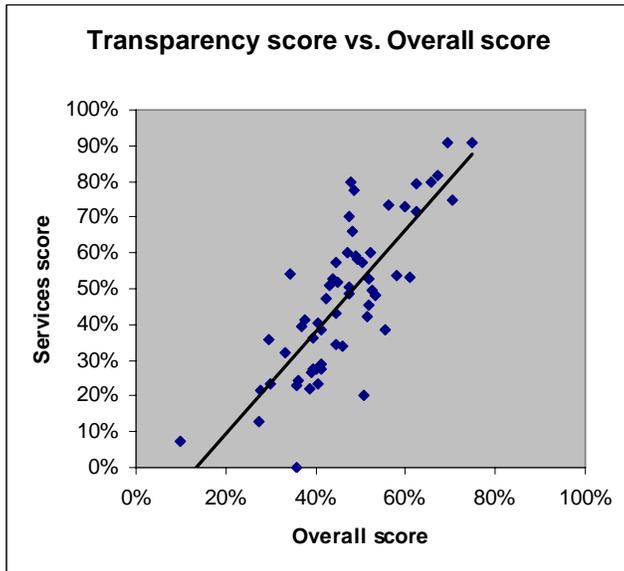
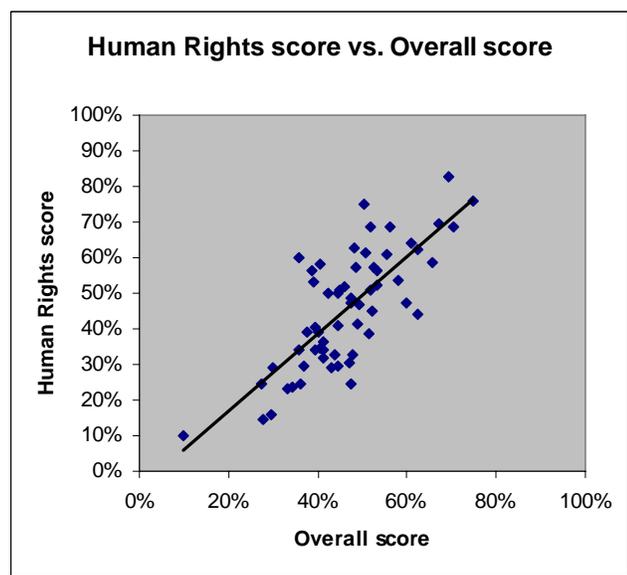
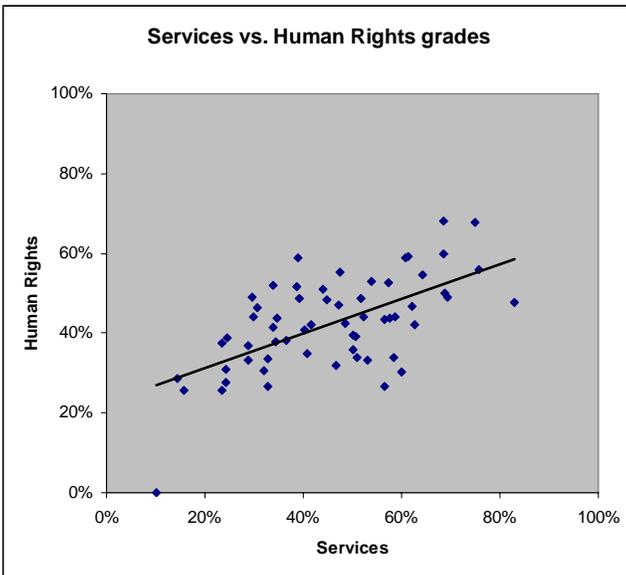
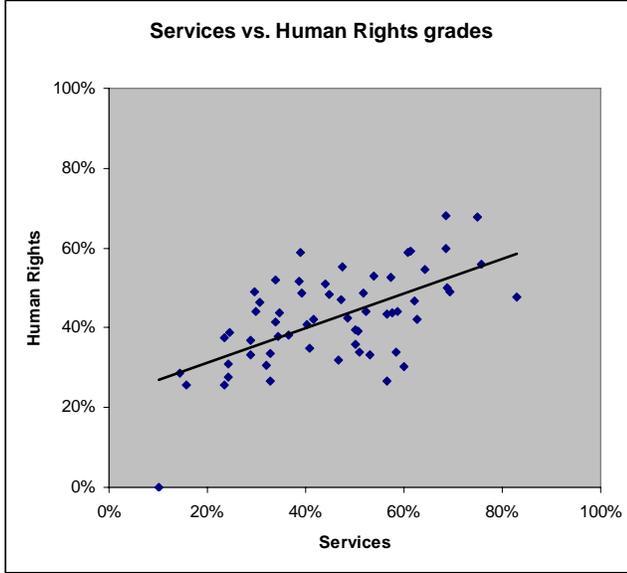
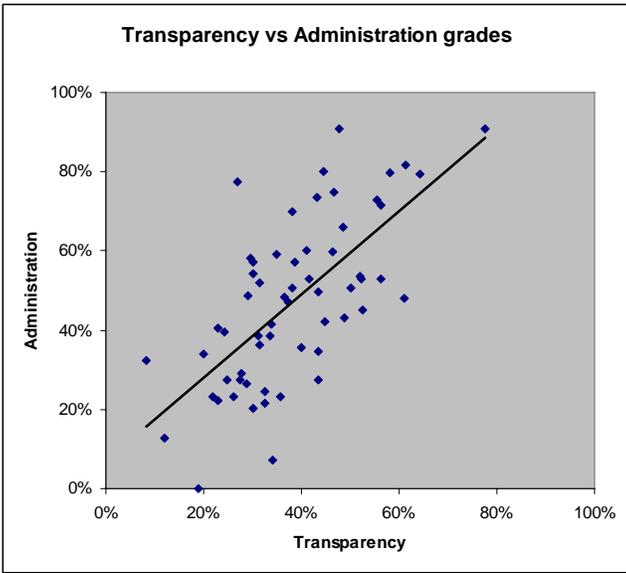
2. Analysis

An analysis of relationships amongst the six subcategories of the report cards reveals only two instances of a notable correlation within these six categories: Administration and Transparency have a correlation of .67, and Human Rights and Services have a correlation of .61. The usual caveat is that "correlation does not equal causation," and in the social sciences, especially, a correlation is a good starting place for further research rather than proof of anything in itself. An analysis that presents both a correlation and a plausible explanation of the relationship between the variables is much more persuasive.

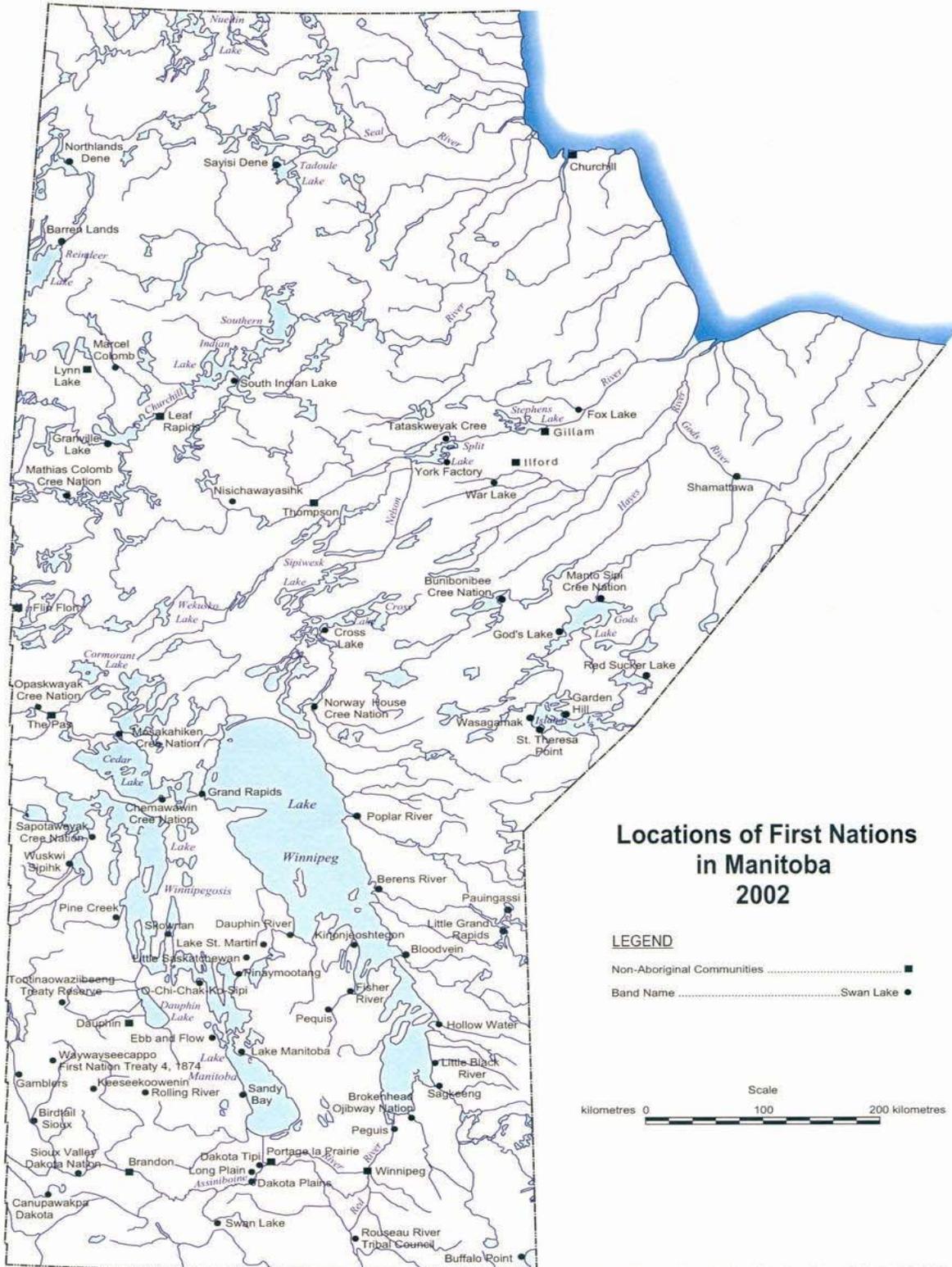
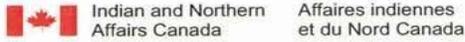
The relationship between Administration and Transparency seems, at first glance, relatively easy to explain, in that good administration seeks to be transparent. The second correlation, between Human Rights and Services, is intriguing. It is not at all obvious that those bands that provide the best services also respect human rights, so the possible causal relationship here deserves further examination.

The next set of analyses looked at the relationship between the overall score and subcategory scores. Put simply, this indicates what subcategories were most indicative of performance overall. The correlation between the Human Rights grade and the overall score is .77, and the correlation between the Transparency grade and the overall score is .80. In other words, these two measurements are the best indicators of the overall health of the band in question. If you could measure only one or two aspects of band performance, these scores would give you the best indication of how bands are performing overall.

Below are the graphs and trend-lines for these relationships.



WHERE MANITOBA'S FIRST NATIONS ARE LOCATED:



Published under the authority of the Hon. Robert D. Nault, P.C., M.P.,
Minister of Indian and Northern Affairs Canada, Ottawa, 2002.

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NOTES FROM THE SURVEY WORK

The following observations were recorded by Don Sandberg in his survey work on Manitoba's First Nations which was conducted between September, 2005 and April, 2006. Because it was not possible to personally visit all communities, his comments are necessarily limited to those he reached; for others that he did visit, he did not record comments. These notes were not used in the formal analysis of survey data, and are included as colour commentary that individual communities may find useful:

On home visits to all Manitoba First Nations that could be accessed, the people were friendly and hospitable. Only on two occasions did I meet some resistance from band members who were critical of anyone coming on to their reserve. I would say that 99% of the people were excellent hosts and I forged many new friendships on these reserves.

Many lacked clean drinking water and lived in crowded homes desperately in need of repairs. Despite a general lack of employment, these people were some of the best I have ever had the opportunity to meet. Many were very open and well aware of dysfunctional band councils. Many had relatives who have left to secure employment or to fled their home reserves because they saw that things would not soon change.

On many reserves, large families usually control who the next band council will be, even though the ones elected lack any proper skills to lead their people. Voters expect additional benefits from electing leaders. Band councils who get to know the system and its enormous resources will often resort to any means to hold on to power. This divides communities and families, dissolves life-long friendships and generally poisons the spirit of their communities. The most common complaint related to the sheer number of tribal councils, Grand Chief offices and other forms of native bureaucracy. Are they really necessary or are they offering duplicated services that are bleeding the reserves dry?

Why do most reserves not have services like any other non-aboriginal communities of similar sizes, such as barbershops and hairdressers, garages, band member-owned restaurants, clothing stores and bakeries? Some do, but most are reluctant to invest time and money in ventures that can be shut down or confiscated at the whim of a dysfunctional band council.

First Nations could become much more progressive if they would learn to work with one another. Trade in goods and services would create much-needed employment and keep money circulating on reserves instead of the resources that come in from government transfers going back out the door to side merchants and contractors. What is the problem? Simply put, outside suppliers and merchants pay the proper people what is called "appreciation money" in order to supply the reserve with goods or services.

Aggressive enforcement of the law involving a crackdown or sting operation is the only way to handle this problem. Currently, in cases where hard evidence of cash and non-cash benefits paid for the awarding of contracts exists, the cases never make it to trial. Aboriginal organizations participate, along with Crown officials who like to take the easy path, in a code of silence that engulfs such common affairs. That means business as usual.

Brokenhead – Located along busy Highway 59, this reserve has struggled in the past when its lumberyard closed down. Until recently, the only business was a gas station and restaurant. Now this reserve boasts the second native casino in the province and, by the amount of vehicles parked there on any given day, it appears to be successful. Under positive leadership, this reserve has the potential to continue expanding its business base. Recently one of Manitoba's up-and-coming Chiefs was defeated at the polls and only served one term. The people appear not to look down the road to future endeavours, but resort to electing those who will provide

immediate benefits from government transfer payments that, when abused, lead eventually to third-party management.

Buffalo Point – This reserve is an anomaly, run by a non-aboriginal family that over time has come to dominate the community. There are no elections, the band council consists of two non-natives and one token aboriginal, Indians sit on the outside looking in and have no access whatsoever to band records. Although this reserve is perhaps the most successful in terms of economic development, a prime example of exploiting one's resources intelligently for profit and job creation, those in charge do not appear to be sharing the wealth with the real Indians on this reserve, about half of whom have moved elsewhere for employment. Buffalo Point is a very uncommon occurrence that needs closer scrutiny by INAC.

Canupawakpa – A band councillor questioned whether we had the permission of the Grand Chief's offices to do our survey work and indicated that they would have to hold a meeting of the Chief and council to see whether they should allow their people to participate. It was a perfect and very sad example of many reserves that do not believe that people have minds of their own, that the reserve is theirs and that the band council is elected to follow their direction and not the other way around.

Chemawawin – An average-sized reserve that has been successful in negotiating flood debris cleanup, which created much needed employment. The band operates a service station beside Highway 60, and there is much more room for expansion of services to the general public. The band is progressing, albeit at a very slow pace.

Cross Lake – This very large reserve still suffers from the effects of Manitoba Hydro's dam projects. Fluctuating water levels make boating hazardous and drownings are too frequent, a direct result of Hydro's operations. Trapping and commercial fishing have also suffered ill-effects, with the result that traditional foods are harder to come and the bland foods now consumed have increased rates of diabetes. This reserve is progressing under an accountable leadership where elders, women and youth sit at the council table along with the elected leadership. Cross Lake has been successful in getting concessions from Manitoba Hydro to improve their community, but it has refused to sign away their rights and is holding out for the original Northern Flood Agreement. Other First Nations bowed to Hydro's "starve them out" campaign and signed a lesser agreement called the Master Implementation Agreement, which released Manitoba Hydro forever from any claims for further damage as a result of its mega-projects. Cross Lake also sits on a large ore body, and once encumbrances on the property are dealt with, it will reap the rewards. A progressive community that has strong leadership, this community is determined not to be taken advantage of by big corporations.

Dakota Plains – An average First Nation that offers little in the way of progress. A band councillor asked if approval from the Grand Chief's office and the Southern Chiefs' office was given prior to my visit. I indicated that people have their own minds and if they wanted to participate they should not have to receive permission from the Grand Chief. This reserve needs a more educated band council and an understanding that the people are the final authority on any First Nation.

Dakota Tipi – After many years under hereditary custom and no elections, INAC finally forced one. This occurred after years of dictatorial rule by Chief Dennis Pasche who ruled with questionable practices. The people suffered from discrimination, nepotism and outright fraud that divided the community. That ultimately led to violence and buildings burned to the ground. People were assaulted with baseball bats, two-by-fours and homes were fired upon with high-powered rifles. Cornel Pasche is now serving his first term as an elected Chief, and the community under his direction and leadership is more stable. Today occasional gunshots still echo in the night, but the worst of the violence has subsided and the community is progressing.

They still have a long way to go, but now has one of the more forward-looking attitudes in the first nations community. Our survey work was welcomed by its new leader.

Dauphin River – Commercial fishing is the main source of livelihood of this reserve. Other than fishing, this reserve survives on social assistance. People are critical of the leadership who are described as mainly dysfunctional. Tourism could become a big industry here. Among questionable elections practices, band members indicated that deceased people were included on voters' lists and that apparently the deceased did exercise their rights and vote.

Ebb and Flow – A nice community to drive through but, as with far too many reserves, local politics are the discussion of the day.

Fisher River – A small reserve with minimal services, employment there is sparse.

Fox Lake – A remote northern reserve, small by any standard, this community recently settled their flood agreement. Although much of the reservation's lands were flooded, they settled for a relatively low \$15 million in compensation. A new modern school, the pride of the reserve, was built to handle many students but only about 15 students attend. They have taken advantage of business from a nearby community by opening a hardware store. There are many other opportunities to expand. With Manitoba Hydro planning to build the Conawapa generating station located near Fox Lake band, endless opportunities exist to provide the much-needed services this mega-project will require. They must start planning immediately or outside ventures will step in to provide these services.

Gamblers – Located in southwestern Manitoba, this is a small reserve where most band members tend to be closely related to one another. Life is tranquil and the people appear to get along fine. They share the usual concerns about shortages of money for housing. The people do all their shopping in nearby communities and offer no services of their own, with the exception of the band office where the welfare and health units are also located. Welfare and pensions are the predominant income sources. Other forms of employment are the few scarce positions at the band office. Those wanting full-time employment leave the reserve.

Grand Rapids – Since former Assembly of First Nations Grand Chief Ovide Mercredi returned home to Grand Rapids as its newest Chief, this community is moving forward. In the past, this band has developed services for the traveling public. More of that and tourism ventures would benefit many. While this community was once plagued by vote-buying, elections here are now believed to be free of corruption.

Keeseekoowenin – On my weekend visit to this small reserve, I saw vehicles parked at the band office, but the staff inside indicated that it was Sunday and they were not interested in a survey on their day off. Early afternoon home visits found many residents away or still sleeping. With no services other than a small gas station, it appeared to be a very quiet and restful community.

Lake St. Martin – Located in pristine tourism country, this reserve suffers from a dysfunctional band council. Commercial fishing is the limited seasonal employment opportunity. This reserve would do well with a more educated band council focussed on business development. Band members here voiced critical concerns about band officials.

Long Plain – One feels secure moving about this small reserve. The band council was very accommodating. It suffers like many other First Nations from a lack of funding. One of the nicer reserves, it was a pleasure to visit.

Mosakahiken – Elections here appear to be beset by bribery. The reserve has in its resource area large amounts of forests now mostly being harvested by outside contractors. While the community boasts a logging firm, it is a very small operation. The band council appears to be

dysfunctional and at one time had a convicted drug dealer as one of its councillors. Housing is in poor condition. Northern stores provides fuel and grocery items. Under the guidance of a better-educated band council, this community could take advantage of its substantial resources and become a large employer for its people. Welfare is the source of survival for most band members. This community once contained a large logging company, Moose Lake Loggers, which was owned and operated by band members who in turn employed their own. Internal band politics forced the company to cease operations.

Nisichawayasihk – This reserve should have kept the simple name of Nelson House instead of converting to the aboriginal name, which is not only hard to pronounce but even harder to spell. This reserve settled with Manitoba Hydro under the Master Implementation Agreement and is now looking to partner up with Manitoba Hydro on the construction of the Wuskatim Dam to be built in its territory. Many businesses here offer much-needed employment. Under an agreement with Manitoba Hydro, a training facility was built here to train tradespeople, heavy equipment operators and security personal to be employed in dam construction. A progressive reserve, although as with many other First Nations questionable band elections, this community desperately need outside observers during elections.

Norway House – One of the largest reserves in Canada, and my home reserve, this community has progressed over the past ten years. Housing starts are up each year. Until recently, the community's sore point was a dictatorial band council that ruled with an iron fist and abused human rights. On the positive side, the council did replace a lot of existing buildings and prevailed on the province pave the roads. The cost of beautifying this community was a long-term debt never seen before in Indian country, a staggering \$78 million at last count. To service this huge debt, program dollars earmarked for education, health and others have been sideswiped at the expense of the people requiring these services. Now with the recent election of a new Chief who has been described as honest, transparent and accountable, human-rights abuses should become a thing of the past.

Opaskwayak – One of the most progressive First Nations, this community contains the first native-run casino in the province, an enterprise jointly owned by several other reserves operating under the umbrella of the Swampy Cree Tribal Council. It also has one of the largest shopping malls in the north, with several other band businesses operating there under the direction of a band corporation. This reserve's employment record is the envy of many others, although we heard complaints of band departments that had become too top-heavy with overstaffing. Despite that, this reserve is doing very well.

Peguis – A large, very progressive reserve with many services and well-kept housing, this community suffers from lack of accountability. Elections are a farce, with rampant bribery. This reserve has enormous potential and its people deserve a more accountable band council so the people stand a chance to reap the benefits it is capable of providing.

Pinaymootang – Located along a busy Highway 6 north of Ashern, this reserve has the ability to increase service-oriented businesses to serve the traveling public. Currently the band office, gaming center, two gas stations and a convenience store inhabit this location. This reserve has been plagued by questionable election practices. Years ago, the band office burned to the ground prior to an audit; to date, no one has been charged. Feuding over who governs this reserve has led to much in-fighting that at times has played out in the media.

Rolling River – A small reserve whose residents appear to get along well, and where housing appears to be fairly adequate, this community is moving forward by looking at investing in outside business ventures, a positive step.

Roseau River – This is a medium-sized reserve where people are genuinely hospitable, until one enters the band office where things change drastically. Council members appear not to want outsiders meddling in their affairs or talking to their people. Someone followed us from the band council's office and we observed him on the cell phone informing someone of our every movement. Housing appears to be neglected and overcrowded. With the exception of a few band enterprises, there is a lack of any visible economic activity to support the community. Sadly, despite entrenched poverty at home, this reserve is looking at investing two million dollars to purchase land in Winnipeg. This may bring in much-needed revenue but it may also exacerbate problems on the reserve if people suffer because funds are redirected to this project.

Sagkeeng – Located on a major highway, this reserve has the potential to expand to include many new businesses much-needed employment. The band council appears to be very wary of outside people inquiring about the status of the reserve, the staff are leery of outside visitors and close-mouthed. Jobs exist in the band offices, casino and local gas station-restaurant but there is much room to encourage band members to become business owners and take advantage of its location and the new casino. Sagkeeng also boasts an addictions treatment center, where corruption reached all the way up to the Deputy Minister of Health, which brought much attention and several convictions that included former management. Today the center is a scaled-down version of its former self, but better managed. The scandal put First Nation-run facilities in a very bad light.

Sandy Bay – On my visit to this First Nation, upon stopping at the Chief's residence just off the reserve, I was surprised to see the Chief on his way to enter the community with the Dakota Tribal Police escort. After talking to many residents I understood why this Chief would need a police escort onto his own reserve. I received many complaints from residents who after seeking assistance from the band office had been verbally harassed by this Chief.

Sapotaweyak – A small reserve surviving on limited commercial fishing and government transfer payments, where welfare is the norm. Investing in off-reserve ventures or partnering with other First Nations in business ventures would assist this band in creating employment and capital. This reserve is part owner of a casino, along with other bands under the jurisdiction of the Swampy Cree tribal council. Return on the casino investment is said to be minimal.

Sioux Valley – A nice reserve in terms of well-kept housing and yards, this community has some small business ventures. An idyllic setting greets visitors. People appear to enjoy their community and have many reasons for that. Band politics, as on many other First Nations, is one of a few complaints here.

Skownan First Nation – Formerly one of the worst band councils with regards to human-rights abuses, this reserve, once called Waterhen has been forever divided by band politics. The issue came to a head when the former chief moved his supporters off the reserve, leaving those questioning his style of leadership behind police barricades. The result is that many families lost everything that they had built and were forced to relocate, mainly to Portage la Prairie. Little has improved.

Split Lake – This reserve was one of the recipients of a huge monetary settlement from Manitoba Hydro's Master Implementation Agreement. Yet one is hard pressed to find any progress as a direct result of the compensation. Where did the money go? Plagued by dysfunctional band leadership, most of this large reserve barely survives on social assistance. Drugs and alcohol play a big part in people's past-times. The band office appears to be in a run-down condition. Run by an array of inexperienced band members, the band's public works operations have not changed in the past ten years. Sewer and water trucks not yet two years

old break down and are not repaired. Instead, they are cannibalized for their parts. The waste is hard to fathom. Streets lack stop signs and roads are in terrible condition. Housing is deplorable in parts of the reserve, although new housing is visible. Most major construction projects are left to outside firms. With proper education and training, the band council could go a long way to improving this community.

Swan Lake – A small reserve with well-kept homes and a band council that treats all visitors with respect. Job sharing is a highlight of this reserve, where the people generally get along well. This band and council were very willing participants in this survey and is one of the better reserves and a pleasure to visit. Other than a boil-water advisory, this reserve appears to be content. Housing and clean water are the main concerns. One elder indicated he has been drinking the water from the tap without boiling the water but did not get sick.

Tootinaoyazibeeng – Located west of Dauphin, this small reserve is somehow able to survive despite the lack of properly trained people. When I visited this reserve, the price for fuel at the band pump read \$1.26 a litre; two weeks prior, fuel prices elsewhere had dropped to 85 cents a litre. When I asked why the price had not dropped at their pumps, I was informed that they had no one who was able to reset the prices, so everyone was paying the higher price. Although my visit occurred on a week-day, the band office was closed and no signs or reasons were given.

War Lake – Located near the Métis community of Ilford, this reserve is small and is serviced by rail. Employment with the railway has been positive for some band members. Many relocate to acquire employment.

Waywayseecappo – Average in size, this community nestled in a valley is a nice place. The band owns a large hotel with a pool, restaurant and meeting rooms. Several other businesses dot this First Nation. This is one of the more progressive reserves, although like many other reserves politics at time may be questionable.

York Landing – With isolated access is via ferry and by winter road when the lakes freeze up, it's a beautiful spot where tourism would greatly add to the summer and winter employment. A lack of ambition by the local band council hampers any form of expansion. This reserve is tranquil.

THE LETTER OF EXPLANATION ATTACHED TO THE SURVEYS, AND THE SURVEY

September, 2005

Dear Sir or Madam:

The Frontier Centre for Public Policy is engaged in preliminary research on a project we call the "Aboriginal Governance Index." The purpose of the project is to provide Manitoba's First Nations with a convenient benchmark with which individual bands can measure their progress in achieving responsible self-government.

As you are no doubt well aware, the movement towards full autonomy for First Nations and away from the bureaucratic paternalism of Canada's Department of Indian and Northern Affairs has had successes and failures. We are trying to identify the elements of governance that have characterized successful transitions in order to provide all First Nations with information about best practices. We hope that this information may then be employed in a positive fashion to improve the lives and fortunes of all bands and their individual residents.

We request your co-operation in filling out the attached survey and returning it to us in a timely manner. In order to make the information in the Index as comprehensive and useful as possible, we are also seeking independent information from non-governmental sources, for purposes of verification and accuracy.

Thank you in advance for taking the time to fill out the attached survey. If you have any questions about the contents, or are unsure about the nature of the information we need, please contact me. I can be reached by telephone at 204-623-1435, by cellular phone at 204-627-0794 or by e-mail at donsand@mts.net. When you have completed the survey, please return it to us in the stamped, addressed envelope provided.

Yours sincerely,

Don Sandberg
Aboriginal Policy Fellow

THE NAME OF YOUR FIRST NATION: _____

BAND NUMBER, IF KNOWN: _____

I. ELECTIONS:

1. Does your band hold elections? Yes No
2. How would you describe their frequency? Often Occasional Seldom
3. How many positions are elected? All Most Some
4. How many choices are usually offered? Many Some A Few
5. Have incumbents ever been voted out? Yes No
6. Can off-reserve band members vote? Yes No
7. Have favours or payments ever been exchanged for votes?
Yes No
8. Are ballots counted by a separate, independent official?
Yes No
9. Have the results ever been disputed?
Yes No
10. If so, does a separate official resolve such disputes?
Yes No

II. ADMINISTRATION:

1. Do the Chief and band council make all decisions?
Yes No
2. Are other stakeholders consulted? Yes No
3. In cases where band officials have a stake in the outcome of administrative decisions, is there a procedure for separating them from decision-making?
Yes No
4. Do you have a tendering system for contracts for goods and services?

- Yes No
5. Does your band employ a permanent civil service?
- Yes No
6. Are standards in place for the recruitment and training of band staff?
- Yes No
7. Is band employment conditional on support for existing political leaders?
- Yes No
8. Are open positions of employment with the band posted on bulletin boards?
- Yes No
9. Does the band have a formal business plan? Yes No
10. How many years does it cover?
- 10 years 5 years Other
11. Is there an established procedure for evaluating whether or not its objectives were met?
- Yes No
12. Has there ever been a third-party administrator appointed under the Indian Act?
- Yes No
13. How would you rate the portion of the band's budget for services that is allocated to administration?
- Large Average Small
14. How much does the band rely on outside consultants to provide administrative services?
- A lot Some Never
15. How would you rate your band's spending on legal services?
- Large Average Small
16. Overall, how would you rate your band's administration?
- Good Average Poor

III. HUMAN RIGHTS:

1. Does the Chief or council use band resolutions to force residents to leave the reservation?

Yes No

2. How many times have residents been removed within the last five years?

Often Seldom Never

3. If BCR's are used, briefly describe the nature of offenses that might typically trigger such a resolution.

4. Do band members removed from the reservation have the right to an independent appeal?

Yes No

5. Does an agency hear such appeals?

Yes No

6. Who appoints that agency?

Chief Council Neither

7. Do band members enjoy security of possession for their homes and enterprises?

Yes No

8. Have band members ever been evicted from their homes?

Yes No

9. Are band members allowed to own or lease band property?

Yes No

10. Does the band provide its own police services?

Yes No

11. Is the band policed by an outside force like the R.C.M.P.?

Yes No

12. How would you rate the personal security of band residents?

Good Adequate Poor

13. How would you describe the percentage of band members incarcerated in jails or prisons over the last five years?

High Average Low

IV. TRANSPARENCY:

1. How often does the band council meet?

2. Are band council meetings open to band members on a regular basis?

Yes No

3. Are band council minutes and decisions made available to band members?

Yes No

4. Is there in place a formal process for consulting residents?

Yes No

5. Are rules and bylaws effectively communicated to citizens?

Yes No

6. Does the band publish a newsletter, information bulletins or other communications to inform members of band activities?

Yes No

7. Does the band create yearly financial statements?

Yes No

8. Does the band allow access for its members to its business plan and financial statements?

Yes No

9. How would you rate the financial information given band members?

Good Adequate Poor

10. Are band members provided with information on the performance of band enterprises?

Yes No

11. Are the band's books audited regularly?

Yes No

12. To your knowledge, has the band council ever defaulted on its financial responsibilities?

Yes No

13. To your knowledge, have there ever been civil suits against the band for unpaid accounts?

14. Does the band carry debt? Yes No
15. Do you know how much? Yes No
-

16. How would you rate your band's management of records?
Good Adequate Poor
17. Is there a formal process in place for handling complaints from band members?
Yes No

V. SERVICES:

1. How would you describe your band's population compared to others?
Large Average Small
2. Compared to others, how would you rate the percentage spent per capita on band services?
High Average Low
3. How would you rate the portion of the band's budget paid to regional tribal organizations?
High Average Low
4. How would you rate the numbers of non-band members employed to deliver services?
High Average Low
5. How advanced is the process of transferring band services from the federal government to local authorities?
Complete Partial Slow
6. How would you rate the quality of services after the transfer of control?
Improved Same Worse
7. What percentage of eligible students is enrolled in schools, compared to other communities?
High Average Low
8. How would you describe your school drop-out rate?
High Average Low
9. How would you rate the percentage of band members who access assistance programs for post-secondary education?
High Average Low

10. How would you rate the access of your band members to education services?
 Good Adequate Poor
11. How would you rate waiting lists for healthcare?
 Good Average Poor
12. Have there been deaths due to a lack of medical services?
 Yes No
13. How would you rate the access of your band members to health services?
 Good Average Poor
14. How would you rate the access of your band members to social welfare services?
 Good Average Poor
15. How would you describe the percentage of band members who are waiting for housing?
 High Average Low
16. How would you rate band members' access to housing?
 Good Adequate Poor
17. How would you rate the adequacy of band members' access to water and sewer infrastructure and services?
 Good Average Poor

VI. THE ECONOMY

1. Is the administration of band enterprises separated from the political leadership?
 Yes No
2. How would you rate the impartiality of hiring in band enterprises?
 Good Adequate Poor
3. Do citizens have equal and fair access to credit or loan capital?
 Yes No
4. Does the band sign contracts with outside partners for economic and infrastructure development?
 Yes No
5. To your knowledge, has it ever defaulted on such contracts?
 Yes No

6. How would you rate your band's employment rate?
Good Adequate Poor
7. How would you rate the availability of jobs in your community?
Good Adequate Poor
8. How would you rate the percentage of band members who have left the reservation?
High Average Low
9. Is or has the band ever been bankrupt or in receivership?
Yes No
10. Does your community enjoy reliable and adequate all-weather access to the rest of Manitoba?
Yes No
11. How would you rate your community's economic development?
Growing Static Declining