

# FIRST NATIONS STRATEGIC BULLETIN

BULLETIN OF THE FIRST NATIONS STRATEGIC POLICY COUNSEL

## Paul Martin Hides Behind Sweetgrass Smokescreen: Chrétien's 'Aboriginal Legacy' Policies Remain in Force



Elder Elmer Courchene performs a Cleansing Ceremony on Liberal Leader Paul Martin prior to being sworn in as Canada's 21st Prime Minister during a ceremony, Dec. 12, 2003. (Photo by CP/Tom Hanson)

### SOME DEFINITIONS:

**COLONIALISM:** a) control by one power over a dependent area or people; b) a policy advocating or based on such control.

**NEOCOLONIALISM:** the economic and political policies by which a great power indirectly maintains or extends its influence over other areas or people.

### SOURCE; Merriam Webster On-Line

By Russell Diabo

On October 5, 2004, the Governor General, Adrienne Clarkson, read out the Throne Speech, which launched the 38<sup>th</sup> Parliament with the assimilationist term "Aboriginal-Canadians" still in use by the Liberal government. The terminology the federal government employs is important because it has policy, legal, and of course, fiscal implications.

The use of the term "Aboriginal-Canadians" is a deliberate choice by

the Liberal government, it means that First Nations will be lumped into a "melting pot" pan-Aboriginal approach with the Inuit and Métis, despite the differing cultural, historical, legal and political differences between and among "Aboriginal Peoples". The term also includes the federal emphasis on "Canadian", which is meant to promote the notion of a "Canadian" identity and that "Aboriginal" access to programs and services is therefore based upon Canadian "citizenship". The federal objective is to downplay, avoid and deny the recognition of, and respect for, the Inherent, Aboriginal and Treaty Rights of First Nations.

### Throne Speech

The Throne Speech section on "Aboriginal-Canadians" specifically proclaims that:

*We must do more to ensure that Canada's prosperity is shared by Canada's Aboriginal people—First Nations, Inuit and Métis. We have made progress, but it is overshadowed by the rates of fetal alcohol syndrome and teen suicide in Aboriginal communities. These are the intolerable consequences of the yawning gaps that separate so many Aboriginal people from other Canadians—unacceptable gaps in education attainment, in employment, in basics like housing and clean water, and in the incidence of chronic diseases such as diabetes.*

*The Canada-Aboriginal Peoples Roundtable held last April was a major step along a new path of partnership and prosperity. The Government and Aboriginal leaders agreed to measurable goals to reduce these gaps and*

### Special points of interest:

- **PM Hides Insincerity Behind Sweetgrass Ceremonies**
- **Chrétien-Nault First Nations Governance Act Being Implemented**
- **Fiscal Institutions Bill is Back Again as part of Own Source Revenue, Taxation & Municipal Status**

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Prime Minister Paul Martin drumming up Aboriginal support during the federal election campaign, June 21, 2004.

“the Throne Speech references cited here regarding “Aboriginal-Canadians” are signals that as far as the Martin Liberals are concerned it is the ‘status-quo’ for First Nations during the life of this minority government.”



Prime Minister Paul Martin at opening ceremony during First Ministers Health Conference, September 2004.

## ‘PM Smokescreen’ continued from page 1

*their consequences.*

***What could be more profound than targeting real change in the rate of fetal alcohol syndrome and teen suicide?***

***At their meeting on September 13 of this year, all First Ministers and Aboriginal leaders took action. There, this Government undertook to provide \$700 million to encourage greater Aboriginal participation in the health professions, to address chronic diseases such as diabetes, and to create an Aboriginal Health Transition Fund to better adapt existing health care services to Aboriginal needs.***

***The Government is working together with Aboriginal Canadians and provincial and territorial governments to create the conditions for long-term development—learning, economic opportunity, and modern institutions of Aboriginal governance—while respecting historical rights and agreements.***

***The Government and Aboriginal people will together develop specific quality-of-life indicators and a “Report Card” to hold all to account and to drive progress.***

To any serious observer of First Nations policy, the Throne Speech references cited here regarding “**Aboriginal-Canadians**” are signals that as far as the Martin Liberals are concerned it is the ‘status-quo’ for First Nations during the life of this minority government. No significant policy changes are contemplated, except minor tinkering with existing programs and services in order to address the symptoms--not the causes--of poverty and dispossession, which are the continued theft of First Nations lands and resources by the illegal and immoral actions of the federal and provincial Crown governments.

Add to this the continued denial of First Nations inherent sovereignty, despite recent Canadian court victories recognizing the pre-existing self-government and land rights of First Nations.

The social problems the Throne Speech refers to, such as, fetal alcohol syndrome and teen suicides, can be directly attrib-

uted to decades of federal maldevelopment of First Nations communities under the antiquated, colonial **Indian Act**, which has in effect become a prison system for First Nations.

Since the Patriation of Canada’s ‘new’ constitution in 1982, which “**recognizes and affirms the existing aboriginal and treaty rights**” of First Nations, the only way out of the **Indian Act** system that has been offered to First Nations by the Government of Canada, is to become essentially a municipality within the constitutional framework of Canada.

During the constitutional talks on Aboriginal Matters of the 1980’s, First Nation Leaders were demanding to be recognized and respected as a “**distinct order of government**” within the Canadian Federation. However, those constitutional talks ended in failure.

This left the matter of defining the meaning of First Nations’ constitutionally protected (section 35) “**aboriginal and treaty rights**” to either, negotiations with Crown governments, or going to court, both options cost money for lawyers and advisors, which most First Nations don’t have. The federal and provincial governments know this, and routinely take advantage of the unequal bargaining position between the parties. The federal ‘self-government’ and ‘land claims’ policies provide for funding of negotiations but under terms and conditions favourable to the Crown governments not to First Nations.

So for **Prime Minister Paul Martin** and his government to ignore and avoid any fundamental policy reform of the federal policy positions on ‘self-government’ and ‘land claims’, means that the federal government intends to continue to exploit First Nations vulnerabilities and dependency on federal transfer payments for programs and services, in order to advance the long-term federal objectives of the assimilation of First Nations and the phased termination, or extinguishment of First Nation rights.

As Prime Minister Paul Martin put it in his reply to the Throne Speech:

## 'PM Smokescreen' continued from page 2

***Our government will continue to focus on the areas that hold the most promise to improve living conditions: lifelong learning, better and more affordable housing, good jobs and clean water. We will continue to ensure –step by step, day by day – that the gaps in life chances between Aboriginals and other Canadians are reduced. We look forward to a second meeting of Aboriginal leaders and First Ministers to pursue agreement on a comprehensive agenda of action for the benefit of all Aboriginal people.***

Meanwhile, the federal 'self-government' and 'land claims' policies, which stake out Canada's negotiation positions on constitutionally protected (section 35) Inherent, Aboriginal and Treaty Rights, allow the provincial governments and third parties to continue to enrich themselves by continuing to take lands and resources away from First Nations ancestral and Treaty territories.

What the Throne Speech really signals is that:

- Canada and their captive allies, the National Aboriginal Organizations (NAO's) will portray the Canada-Aboriginal Roundtable as the start of a "new partnership" with "Aboriginal Peoples" in narrow programs and services issues such as health, education, housing, economic development, hence the use of National Aboriginal Organizations (NAO's) as consultation bodies in the federal strategy.
- To assist with their assimilation plan the federal government intends to continue to use their federally established 'national institutions' --along with their cadre of bought and paid for neo-colonial 'Champions'--upon the First Nations, such as, the **First Nation Governance Institute**, the **Fiscal & Statistical Institutions**, etc. to "modernize" First Nations, which is code for assimilating First Nations.
- In terms of "**historic rights and agreements**", the existing federal 'self-government' and 'land claims' po-

lices are to be used to negotiate 'new' agreements that compromise (section 35 protected) "aboriginal and treaty" rights, by restricting, replacing and eventually eliminating such '**historic rights and agreements**' until First Nations are legally and politically ethnic 'municipalities' within the Canadian constitutional framework, thereby emptying out section 35 of any real meaning.

- The federal government intends to keep the focus on narrowly defined "**quality of life**" indicators, while producing its own subjective annual "**report card**" on how the federal plan is progressing.

### DIAND'S PRIORITIES 2004-05

The federal **Department of Indian Affairs and Northern Development (DIAND)**, and **Minister of Indian (and Aboriginal) Affairs, Andy Scott**, will play a key role in holding the federal assimilation-termination plans together during the life of this minority government.

According to **DIAND's 2004-05 Report on Plans and Priorities**, which Minister Andy Scott, and **DIAND Deputy Minister Michael Horgan**, both signed off on, DIAND's Strategic Plan has the following objectives:

- **focuses on improving quality of life and fostering self-reliance** [which is code for own source revenue, taxation, municipal status].
- **redefine relationships.**
- **strengthen government-to-government relationship.**
- **INAC will continue to work with [other government departments] to identify areas where greater efficiencies can be created through more integrated and mutually supportive policies and programs.**
- **Provinces and territories are also key partners in creating sustainable economic development and providing social services. Renewed attention**



Andy Scott, Minister of Indian (and Aboriginal) Affairs, during the AFN AGA in Charlottetown, July 2004. (Photo by R. Diabo)

**"Minister of Indian (and Aboriginal) Affairs Andy Scott, will play a key role in holding the federal assimilation-termination plans together during the life of this minority government."**



Andy Scott, Minister of Indian (and Aboriginal) Affairs, during the AFN AGA in Charlottetown, July 2004. (Photo by R. Diabo)





**L to R:** Ontario Vice Chief Charles Fox, Clarence "Manny" Jules, Assembly of Manitoba Chiefs, Grand Chief Dennis Whitebird, at AFN AGA in Charlottetown, July 2004. (Photo by R. Diabo)

**“Subject to approval by Parliament and Royal Assent, implement the fiscal and statistical institutions to advise First Nations “**



Manny Jules, has been a long-time 'Champion' of the First Nations Fiscal & Statistical Management Bill. (Photo courtesy of CBC)

## ‘PM Smokescreen’ continued from page 3

*will be given to the development of strategies that involve all jurisdictions in improving quality of life and fostering self-reliance for First Nations.*

- **INAC will support and enhance areas with the greatest potential to produce lasting results for the largest number of Aboriginal people in need. Efforts will also be focused in areas with the highest potential to leverage resources with federal departments, other levels of government and with First Nations and Inuit themselves. Two such areas include education and economic development.**

The Department of Indian Affairs and Northern Development (DIAND) has organized itself into the 5 following areas and under each are has identified priorities for the 2004-2005 fiscal year, which is already half over:

- ⇒ **Government.**
- ⇒ **The People.**
- ⇒ **The Land.**
- ⇒ **The Economy.**
- ⇒ **DIAND Operations.**

### GOVERNMENT

#### ('National Institutions')

- **Increased number of candidates who participate in INAC's electoral process training courses (ongoing).**
- **Capacity building in human resources for governance through First Nations administrations (ongoing).**
- **Modernized design of Band Support Funding by 2005-06.**
- **Support to develop governance models that foster increased collaboration and aggregation (ongoing).**
- **Creation and implementation of an Internet-accessible virtual library/forum of governance "best practices" (by March 2005).**
- **Support for First Nations that are developing and ratifying their own, customized election codes under the Indian Act (ongoing).**
- **Support for the ratification of up to 13 self-government constitutions by First Nations and Inuit groups (by 2005-06).**
- **Increase in the number of First Nations and Inuit groups that undertake and complete self-government negotiations (ongoing).**
- **Support for by-law advisory services leading to the coming into force of an increased number of by-laws under the Indian Act (ongoing).**
- **Work in partnership with First Nations to increase the number of elections run by independent electoral officers (by 2004-05).**
- **Assess the extent to which First Nations funding agreements are reflective of their management capacity for prevention and intervention if anomalies are observed (by March 2006).**
- **Ratification of financial management and accountability codes (ongoing).**
- **Increased number of effective constitutions, charters, laws, rules/codes, policies, procedures and practices that support First Nations institutions (ongoing).**
- **Based on an inventory, increased number of strategic partnerships that support institutional development (ongoing).**
- **Subject to approval by Parliament and Royal Assent, implement the fiscal and statistical institutions to advise First Nations and Inuit governments (2004-05).**
- **In cooperation with First Nations, establish an independent Centre for First Nations Government (2004-05).**

## 'PM Smokescreen continued from page 4

- *Continued financial capacity building through such mechanisms as the Aboriginal Financial Officers Association of Canada.*
- *Increased number of forums for sharing information and best practices (ongoing).*
- *Increased number of communities and institutions whose employees meet standards set by professional associations; includes developing and strengthening professional Aboriginal associations (ongoing).*
- *Establishment of and support for the work of Treaty commissions (ongoing).*
- *Evaluation of Exploratory Treaty Tables (ETTs) (Saskatchewan 2004–05, other ETTs to follow).*
- *Continuous public education with regions, private sector, First Nations and other government departments.*
- *Specific Claims Resolution Centre established and operational (by 2006–07).*
- *Reaching 12 final specific claims settlements a year (ongoing).*
- *Success of key initiatives at self-government and comprehensive land claims Tables, including framework agreements, Treaty-related measures, incremental Treaty agreements, agreements-in-principle, final agreements, implementation plans and fiscal agreements (ongoing).*
- *Funding support for capacity development (e.g., through the Negotiations Preparedness Initiative) while negotiations are continuing (ongoing).*
- *Management and support for structures and mechanisms that oversee implementation (ongoing).*
- *Periodic review and renewal of implementation plans and fiscal arrangements in accordance with the agreements (ongoing).*
- *Implementation of measures to improve federal/provincial/territorial cooperation (ongoing).*
- *Implementation of measures to improve federal interdepartmental coordination (2004–05).*
- *Establishment of new processes for mandating implementation plan renewals and updates (2005–06).*
- *Establishment of a federal interdepartmental mechanism to address Aboriginal issues interdepartmentally in regions where no such mechanism exists (2006–07).*

### THE PEOPLE

- *Delays with respect to the determination of entitlement to registration on departmental Band Lists will be eliminated (ongoing).*
- *Status cards issued, renewed and replaced (ongoing).*
- *Options for a new, more secure card system will be developed (2004–05).*
- *Timely administration of estates (ongoing).*
- *Management of trust accounts (ongoing).*
- *Timely payment of Treaty annuities and allowances (ongoing).*
- *Provide proposal-driven funding for teacher professional development training and support activities (2004–05).*
- *Prepare preliminary analysis to document any gaps in parity between First Nations and provincial teachers' salaries (2004–05).*
- *Complete final analysis (2004–05).*
- *Develop an improved reporting template (2004–05).*
- *Build support systems in First Na-*



A Treaty Medal

“Evaluation of Exploratory Treaty Tables (ETTs) (Saskatchewan 2004–05, other ETTs to follow).”



Photograph of a War Party. (Photo from the National Archives)

## 'PM Smokescreen' continued from page 5



Students at Church-run Indian Residential School in Brandon, Manitoba, circa 1961. (Photo courtesy of 'The United Church Observer')

“Develop a clear articulation of INAC’s role with respect to education (2004-05).”



Students at St. Paul's Indian Industrial School, Middlechurch, Manitoba, circa 1901. (Photo courtesy of the National Archives)

*tions schools to assist First Nations with Special Education Program reporting requirements (2004-05).*

- *Examine the types and outcomes of special education programs and services provided to students living on reserve that attend provincial schools (2004-05).*
- *Analyse trends in provincial expenditures and service standards for special education (2004-05).*
- *Assess the level of need for special education services for students attending band operated or federal schools (2004-05).*
- *Conduct a formative evaluation of the Special Education Program (2004-05).*
- *Provide funding for pilot projects that increase parental and community involvement in education.*
- *Conduct a review of the first-year pilots (2004-05).*
- *Finalize program guidelines for the pilots (2004-05).*
- *Conduct a formal evaluation of the pilot projects (2005-06).*
- *Review the program, including program management, and develop a plan to bring about improvements taking into account internal/external audits and evaluation (2004-05).*
- *Develop and implement a follow-up plan for the evaluation on the Cultural Education Centres Program (ongoing).*
- *Provide input to Canadian Heritage on the Aboriginal Languages Initiative (ongoing).*
- *Fund First Nations and Inuit organizations to provide school-based work/study opportunities and career planning (ongoing).*
- *Develop a clear articulation of INAC’s role with respect to education (2004-05).*
- *Provide support to Treaty 6 and Treaty 8 in Alberta to implement their plans to establish education systems (ongoing).*
- *Participate in tripartite negotiations in British Columbia toward First Nations jurisdiction over education (ongoing).*
- *Produce research reports on education systems with particular attention to indigenous education internationally (ongoing).*
- *Develop models for First Nations education systems in collaboration with regional First Nations organizations (ongoing).*
- *Negotiate renewal of the Mi’Kmaq Kina’matnewey (MK) Agreement in Nova Scotia (2004-05).*
- *Re-focus funding support for Child and Family Services, on prevention of abuse and neglect (2004-05).*
- *Develop an options paper on the linkages between the Income Assistance Program and the Aboriginal Human Resources Development Strategy (2004-05).*
- *In collaboration with First Nations and other partners, complete a policy options paper on Long-term Care (2004-05).*
- *Incorporate management control frameworks in funding agreements (2004-05).*
- *Complete five national/regional/provincial manuals for Income Assistance, Child and Family Services, Family Violence Prevention, Assisted Living and National Child Benefit (2004-05).*
- *Improve federal/provincial/territorial interface by increasing the number of regional tripartite Tables on Child and Family Services (2004-05).*
- *Work in partnership with Health Canada and Human Resources and Skills Development Canada to develop "single-window" service delivery options with respect to Early Childhood Development (ongoing).*

## 'PM Smokescreen' continued from page 6

### THE LAND

- **Complete up to 100 Additions-To-Reserves (based on past history) in 2004-05.**
- **Develop a strategy to track and report on progress in terms of the average time to add land to reserves (by March 2005).**
- **Reduce the time it takes to add land to reserves from 5-7 years to 2 years (by March 2007).**
- **Complete land title transfer, registration and survey requirements pursuant to land claims agreements (ongoing).**
- **Settlement negotiated with the CPR/9 First Nations/Canada (2004-05).**
- **Optional tax/title settlement model for other railways/utilities introduced (ongoing).**
- **Develop protocols with First Nations, the Federation of Canadian Municipalities, the provinces and other federal government departments such as Environment Canada, Natural Resources Canada and the Department of Justice organizations (ongoing).**
- **Develop and approve appropriate strategy to resolve section 35 takings (2004-05).**
- **Protocol with the Province of British Columbia to resolve approximately 65 section 35 takings (2004-05).**
- **Resolve approximately 35 outstanding section 35 takings in other provinces using best practices from the B.C. experience (2006-07).**
- **Develop Environment Directive (2004-05).**
- **Develop Indian and Inuit Affairs Program Environmental Management System (2004-05).**
- **Implement Indian and Inuit Affairs Program Environmental Management System (2006-07).**
- **Implementation of the new Specific Purpose Expenditure Trust Policy (in 2004-05).**
- **Indian Oil and Gas Act amendments and associated regulations. Under development for late 2004-05.**
- **Deliver legislative options regarding commercial and industrial activity on reserves, in partnership with First Nations (2004-05).**
- **Implementation, including appropriate agreements and regulations (2005-07).**
- **Steady reduction in inventory of contaminated sites requiring remediation (ongoing).**
- **Develop enforcement tools (2004-05).**
- **Develop land registration service delivery standards (2004-05).**
- **Commence land registry clean-up (2004-05).**
- **Complete land registry clean-up (2006-07).**
- **A First Nations Oil and Gas and Money Management Act. Potential legislative initiative developed with First Nations (available by 2004-05).**
- **Modern First Nations Land and Environmental Management Training Program. New curriculum, certification and delivery guidelines (2004-05).**
- **Implementation of the new Lands Management Training Program (2006-07).**
- **New reserve land management program options developed (2004-05).**
- **Lands Advisory Board exploratory discussions on tribal entry (2004-05).**
- **Bijuralism options for Quebec First Nations to accommodate the different**



**“Deliver legislative options regarding commercial and industrial activity on reserves, in partnership with First Nations (2004-05).”**

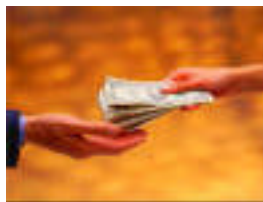




## 'PM Smokescreen' continued from page 7



**“The development of regional economic strategies consistent with Aboriginal and other partners' priorities (strategies by 2005 and ongoing).”**



legal system in that province (2004–05).

- Up to 75 First Nations (by 2006–07).

### THE ECONOMY

- Improved relationships between Aboriginal communities and organizations and mainstream business and other organizations (ongoing).
- Development of agreements concerning employment contracts between Aboriginal communities and organizations and mainstream employers (ongoing).
- Increased Aboriginal employment opportunities in targeted sector (2006–07).
- Expansion of existing businesses and creation of new businesses (ongoing).
- Development and implementation of a dedicated strategy to assist Aboriginal women to achieve a level of participation in the economy that is reflective of their representation in Canadian society (strategy by 2005 and ongoing).
- Improved business climate (ongoing).
- Enhanced individual/community human capacity to support economic growth (ongoing).
- Improved economic infrastructure (ongoing).
- Better access to resources, capital and sources of expertise (ongoing).
- The development of regional economic strategies consistent with Aboriginal and other partners' priorities (strategies by 2005 and ongoing).
- Implement the Long-term Capital Plan and the enhanced capital management regime.
- Complete the Capital Facilities Maintenance program review and identify viable options for future program design.
- Implement the First Nations Water

Management Strategy.

- Implement joint INAC/Canada Mortgage and Housing Corporation housing action plans.
- Promote innovative alternatives to finance and manage community physical infrastructure in First Nations communities.
- Investment decisions are aligned with national priorities (2005–06).
- Issues related to long-term CFM program sustainability and accountability are addressed (2005–06).
- First Nations communities will have safe, potable water and wastewater facilities that meet federal guidelines (2006–07).
- Improved on-reserve housing conditions (ongoing).
- Public-private partnerships to address on-reserve community physical infrastructure needs (2006–07).
- The economic benefits generated from the construction and maintenance of community physical infrastructure are maximized (ongoing).

### DIAND's OPERATIONS

- Assess INAC's strategic plan for each case in the inventory of litigation (ongoing).
- A strategic communications framework through a corporate communications plan that is integrated with the departmental planning framework, environmental scanning and research, strategic partnerships and an evaluation framework (ongoing).
- Operational communications support through effective strategies, activities and products, a public affairs strategy, and a strengthened relationship with regional offices (ongoing).
- Strategic and tactical communications advice by identifying opportunities and challenges in advancing the department's agenda, correlating



## 'PM Smokescreen' continued from page 8

*strategies for compliance with direction from central agencies and other government departments and highlighting potential impacts on clients, stakeholders and partners (ongoing).*

- **Full integration of risk management into internal audit work and into planning, policy, operational and decision-making processes (ongoing).**
- **Development of a departmental Corporate Risk Profile.**
- **Establishment of new mechanisms for interdepartmental collaboration to address Aboriginal issues (December 2005).**
- **Increased and improved emergency management through arrangements/agreements with provinces and emergency organizations (ongoing).**
- **Modernization of INAC's reporting infrastructure and requirements in relation to agreements with First Nations, Inuit and Northerners (2004-06).**
- **Federal, provincial and territorial Aboriginal Affairs Ministers and national Aboriginal leaders are to meet on an annual basis. The focus this year will be to develop and consider strategies and recommendations on housing and education.**
- **Communication to employees at all levels of the organization to help them understand their accountabilities and obligations associated with the Public Service Code of Values and Ethics (ongoing).**
- **Results-based management implemented by assigning accountability for results in Performance Management Agreements (PMAs) — employees' goals and objectives cascade from Deputy Minister's accountabilities (ongoing).**
- **Increased horizontal collaboration by clarifying accountabilities for each Results Theme (ongoing).**
- **Employees at all levels understand how their work contributes to the**

*achievement of INAC's strategic outcomes, to be demonstrated by surveys (ongoing).*

- **Implement INAC's Management/Leadership program incrementally (2004-07).**
- **Develop a Diversity Strategy, with a focus on increased and equitable representation of Aboriginal employees in INAC (2004-05).**
- **Foster a workplace that provides opportunities for recruitment, development and advancement of Aboriginal people and other designated groups, and promotes retention in the federal public service (ongoing).**
- **Implement INAC's policy for continuous learning (2004-05).**
- **Implement the new official languages policy that comes into effect in April 2004.**
- **Establish INAC/First Nations/Inuit/Northerner priority-setting processes for sustainable development in regions where such processes do not currently exist (2005-06).**
- **Develop and implement a comprehensive departmental Information Management and Information Technology Strategy aligned with strategic outcomes and priorities (2004-05).**
- **Integrate gender equality analysis throughout departmental policies, programs and processes (ongoing).**
- **Develop and implement an enhanced assurance framework related to procurement, and materiel and assets management (by 2004-05).**
- **Establish or revise service standards for selected internal services (ongoing).**
- **Integrate functional specialists with client groups and reposition them as strategic partners and expert sources for functional guidance (ongoing).**
- **Assess the need for delivery of services in both official languages ac-**



Cover of the infamous 1969 White Paper on Indian Policy.

**“Strategic and tactical communications advice by identifying opportunities and challenges in advancing the department's agenda”**



Logo of the Canada-Aboriginal Roundtable

## 'PM Smokescreen' conclusion from page 9



Andy Scott, Minister of Indian (and Aboriginal) Affairs, appeared before the Standing Committee on Aboriginal & Northern Affairs, Oct. 28, 2004. (Photo by R. Diabo)

“Minister Scott stated that the federal approach involves the **First Nations Governance Institute** and the **Sectoral Tables** established from the **Canada-Aboriginal Roundtable**”



Herb 'Satsan' George was arbitrarily appointed as head of the 'First Nations Governance Centre' by former Minister of Indian Affairs, Robert Nault. The FNG Centre has never received any proper mandate from First Nations.

*ording to the results of the decennial census and adjust service delivery where necessary (2004-05).*

- **Develop and implement new approaches for improving interaction between headquarters and regions (ongoing).**

These are DIAND's stated priorities for the 2004-2005 fiscal year.

### Standing Committee

On October 28, 2004, **Andy Scott, Minister of Indian (and Aboriginal) Affairs**, appeared before the **Standing Committee on Aboriginal and Northern Affairs** regarding **DIAND's 2004-2005 Main Estimates**.

Minister Scott was accompanied by **DIAND Deputy Minister, Michael Horgan**, and **DIAND Assistant Deputy Minister for Corporate Affairs, Caroline Davis**.

In his opening remarks Minister Scott focused on the "renewed dialogue", which started with the **Canada-Aboriginal Roundtable** of April 19, 2004. Where sectoral tables were established in the areas of health, education, housing, economic development. The Minister noted the "gaps" in "well-being" compared to national averages.

Minister Scott referred the Standing committee to a "**Community Well-Being Index**", which DIAND has been working on for measuring progress with investments. The Minister also stated that the focus of DIAND is on results, partnerships and an excellent public service.

Minister Scott stated that the federal approach involves the **First Nations Governance Institute** and the **Sectoral Tables** established from the **Canada-Aboriginal Roundtable**, which will culminate in a February retreat of the **Cabinet Committee on Aboriginal Affairs** and **Aboriginal Leaders**.

During the question and answer session by Committee Members on both the opposition and government sides of the table, it became apparent that under a minority government situation the Committee dynamics have changed for the better it

seems. Gone is the arrogance from the Liberal government side. The **Parliamentary Secretary, Susan Barnes**, was up out of her seat whispering to the opposition Members of Parliament during the question and answer session with Minister Scott, presumably indicating government support for the opposition requests for information.

The Conservative Members of the Committee asked DIAND officials for detailed lists seeking detailed break downs of the DIAND 2004-05 budgets.

The Bloc Quebecois Members focused their questions on social conditions on reserves and how the government intends to resolve the problems.

A dispute arose between the DIAND Minister and the **NDP Aboriginal Affairs Critic, Pat Martin**, over the budget figures presented by the DIAND Minister and his officials.

Andy Scott asserted that DIAND's 2004-05 budget was increasing by 9%, while Pat Martin, countered that DIAND's budget was actually decreasing by 11%, when population increase and annual rate of inflation was factored in.

Pat Martin also noted that in the face of a large federal budget surplus of billions, all DIAND programs were still being cut, while DIAND's own administration was getting a budgetary increase in the Main Estimates.

Minister Scott acknowledged that DIAND's internal administration was getting an increase this fiscal year, but pointed out that it was mainly due to increased litigation, which DIAND has to respond to.

Minister Scott offered to come back before the Committee to explain the government's "big picture" for improving the lives of Aboriginal-Canadians.

The Standing Committee Meeting ended without a vote on the DIAND 2004-05 Main Estimates, the next meeting of the Standing Committee to continue reviewing DIAND's Main Estimates will be on November 2, 2004.

## Federal “Self-Government” Institute and Projects: Implementation of the Chrétien-Nault FNGA



Herb George, Chair, federally established First Nations Governance Centre. Herb George is a known “Champion” of federal policy and legislative initiatives. The FNG “Centre” is to receive \$5-10 million per year from the federal government for the next several years. (Photo by CBC)

By Russell Diabo

Last year, in the dying days of the Chrétien Liberal government, and when it became apparent that the “First Nations Governance Act” wasn’t going to pass through Parliament before Parliament was dissolved, the then Minister of Indian Affairs, Robert Nault, took some desperate actions to ensure that the “First Nations Governance” legislative initiative would survive in some form under the incoming Prime Minister, Paul Martin, even though Paul Martin had publicly stated during the Liberal Leadership race that he didn’t support the proposed “First Nations Governance Act” as presented by Nault.

On December 4, 2003, eight days before Paul Martin was sworn in as Prime Minister, Jean Chrétien’s Minister of Indian Affairs, Robert Nault, announced the establishment of a “First Nations Governance Institute” in Vancouver, British Columbia.

This was a reversal of Nault’s decision of November 2001, when he cancelled the funding for a “First Nations Governance Institute”, which had been set up in Long Plain, Manitoba. Presumably Nault cancelled the first FNG “Institute” because the AFN and most First Nations had decided to boycott Nault’s so called consultation process to amend the **Indian Act** through the

First Nations Governance Initiative.

The December 4, 2003, announcement by then Minister Nault was attended by representatives of several National Aboriginal Organizations:

- Ed John, representing National Chief Phil Fontaine, Assembly of First Nations
- Dwight Dorey, Congress of Aboriginal Peoples
- Pam Paul, National Aboriginal Women’s Association

Herb ‘Satsan’ George was named by then Minister Nault as the Chair of the FNG “Institute”, and was identified as being there as a representative of the Wet’suwet’en Hereditary Chiefs. Satsan was a key “Champion” of the Chrétien-Nault policy and legislative initiatives.

This FNG “Institute” or “Centre” has never received a proper mandate from First Nations, of course the B.C. First Nations Summit jumped in right away to support the creation of the FNG “Institute” when it was announced in Vancouver, but the Assembly of First Nations had only adopted a Resolution during an AFN Confederacy Meeting held in April 2000.

The April 2000, AFN Confederacy Resolution was moved by then Kamloops Chief Manny Jules, during Phil Fontaine’s first term as AFN National Chief, the AFN Resolution resolved that:

***the Assembly of First Nations Confederacy of Nations support the motion that an interim board representing all First Nations across Canada be established for discussion of options as presented in the proposal and report back to the Annual General Assembly in July 2000.***

There was never any report back to the July 2000 AGA, let alone options presented. An interim Board was set up and Long Plain, Manitoba was chosen as the site for the FNG “Institute”, but as already noted, the then Minister of Indian Affairs, Robert Nault, pulled the money from the Manitoba FNG “Institute” apparently because it was-



**L to R:** Dwight Dorey, President of CAP, Minister of Indian Affairs, Robert Nault, Pam Paul, President, NAWA, at announcement of FNGA into Parliament. (Photo by CBC)

“Herb ‘Satsan’ George was named by then Minister Nault as the Chair of the FNG “Institute”. . . Satsan was a key “Champion” of the Chrétien-Nault policy and legislative initiatives.”



Robert Nault, Minister of Indian Affairs who appointed Satsan as Chair of the FNGC on Dec. 4, 2003. (Photo by CBC)





**L to R:** Andy Scott, Minister of Indian (and Aboriginal) Affairs, Ethel Blondin-Andrew, Minister of State for Northern Development, at AFN AGA, July 2004. (Photo by R. Diabo)

“To support the Chrétien-Nault (now Martin-Scott) “Plan B” on ‘self-government’ the Department of Indian Affairs and Northern Development (DIAND) has reorganized itself”



## ‘Institute & Projects’ continued from page 11

n’t doing what he wanted. Although Nault’s excuse at the time was to put money back into the communities instead of setting up another organization or think tank.

The B.C. based FNG “Institute” has an advisory committee, which reports back to the Minister of Indian Affairs, each of the National Aboriginal Organizations was to name 2 members to the Board, and elections were to be held in June 2004. However, the FNG “Centre” website still posts a list of advisory panel members, who are as follows:

- Mel Bevan
- Patrick Brazeao
- Larry Chartrand
- Paul Chartrand
- Patricia Monture
- Carol Nadjiwon
- Pamela Paul
- Conrad Sioui
- Rick Simon
- Bev Watson
- Alex Wilson

There is also an Elders Advisory Council, who are:

- Judge Alfred Scow
- John Knockwood
- Verna Kirkness

To support the Chrétien-Nault (now Martin-Scott) “Plan B” on ‘self-government’ the Department of Indian Affairs and Northern Development (DIAND) has reorganized itself:

**The Governance Branch of the Lands and Trust Services Sector is responsible to lead the transition from Indian Act governance to First Nations governance and supporting the development of First Nations institutions and governance capacity. . . The Governance Branch is also**

**leading the development and implementation of policy and legislative frameworks for new First Nations governance mechanisms and tools for First Nations institutions while simultaneously overseeing the discharge of the Department obligations for supervising elections, bylaws and other governance processes under the Indian Act.**

**The Institutional and Professional Development Directorate leads the development and operation of the Department policy and legislative framework for establishing and supporting First Nations fiscal and governance institutions, and developing a strategic frameworks to support professional development for First Nation governments and institutions.**

**The program coordinates federal participation in consultations and partnerships with First Nations and non-governmental organizations to strengthen First Nations institutional and professional capacity; and contributes to the development of legislation and regulations that will create a modernized environment for First Nations institutions ; and renewal of the Indian Government Support programs.**

**With respect to supporting the development of First Nations institutions and governance capacity, the Directorate is responsible for the following business lines:**

- **Indian Government Support (IGS) programming including, [Band Support Funding \(BSF\)](#), [Band Employee Benefits \(BEB\)](#), [Tribal Council Program \(TCP\)](#), [Indian and Inuit Management Development \(IIMD\)](#) and [Band Advisory Services Funding \(BAS\)](#);**
- **The [First Nations Governance Centre](#); and**
- **Development of a proposed First Nations Fiscal and Statistical Management Act, to promote economic development by strengthening the nascent First Nations’ real property tax regime, to create a First Nations bond financing regime, and to create four national institutions to support these regimes (a First Nations Tax Com-**



## 'Institute & Projects' continued from page 12

*mission Financing Authority, Financial Management Board and Statistical Institute).*

- **Supports the Institution table in the Indian and Northern Affairs Canada (INAC) Results Framework.**

In his last weeks and days as Minister of Indian Affairs, Robert Nault, not only re-established the FNG "Centre" to assist the federal government in implementing federal 'self-government' policy objectives, but quite a number of self-government "pilot projects" were also established, which according to the Department of Indian Affairs and Northern Development (DIAND):

**The following list represents, the First Nation communities, Tribal Councils and Aboriginal organizations across the country that are supporting principles of good governance embodied in Bill C-7 [First Nations Governance Act].**

### FNG PILOT PROJECTS

(as of February 6, 2004)

#### Alberta

- **Aboriginal Financial Officers Association of Alberta:** Establishment of financial management best practices (policies) inventory pertinent to the Alberta region. \$51,250
- **Tallcree First Nation:** Development of a governance development plan that includes elements of an administration of government code. \$70,000
- **Smith's Landing First Nation:** Development of elements of a leadership selection code, by-laws and a redress mechanism. \$118,440
- **Wesley First Nation:** Development of a communications strategy, a draft enforcement law and human resource policies. \$79,000
- **Bearspaw First Nation:** Development of a redress, complaints and appeals mechanism. \$43,700

- **Piikani Nation:** Development of communications capacity and an annual report. \$50,000
- **Siksika First Nation:** Development of communications capacity through an annual report. \$40,000
- **Chiniki Band (Stoney Tribe):** Development of a human resource policy and an action plan which includes a financial policy, review of roles and responsibilities, and an appeal process. \$63,000
- **Kapawe'no First Nation:** Development of a community strategic planning process and a community consultation process. \$32,900
- **Yellowhead Tribal Council:** Development of elements of administration of government and financial management code, conflict of interest, code of ethics, redress and appeals mechanism, models for law making and enforcement, and a communications strategy. \$60,000
- **Youth Council (Tsuu T'ina Nation):** Development of a youth council to ensure active participation in matters of governance. \$34,500
- **Beaver First Nation:** Development of elements of a financial management and an administration of government code. \$23,000
- **Blood Tribe:** Development of a process for law making and enforcement. \$72,666
- **Stoney Tribe:** Communications strategies and the development of a consultation code. \$100,000

#### Atlantic Region

- **Confederacy of Mainland Mi'kmaq:** Development of a template for a leadership selection code. \$50,600
- **Miawpukek Band (Conne River):** Development of a financial management and accountability code. \$56,000



Aboriginal Financial Officers Association Logo

***"The following list represents, the First Nation communities, Tribal Councils and Aboriginal organizations across the country that are supporting principles of good governance embodied in Bill C-7"***



Confederacy of Mainland Mi'kmaq Logo



Kitilope Lake, (Photo by www.Haisla.com)

**“Kitamaat Village Council:** Development of elements of a leadership selection, financial management, and an administration of government code, a system for law making, and a communications strategy. \$46,850”



Kitamaat Village Council Logo

## ‘Institute & Projects’ continued from page 13

- **Bear River First Nation:** Development of elements of an administration of government and a financial management code, communications policy and a redress and appeals mechanism. \$39,350
  - **Madawaska Maliseet Band:** Development of a complaints, redress and appeals policy. \$35,000
- ### British Columbia
- **Lheidli T'enneh Band:** Development of elements of a financial management and an administration of government code. \$30,000
  - **Campbell River Indian Band:** Development of conflict of interest guidelines, human resource and financial management procedures and policies. \$20,000
  - **Lower Kootenay Band:** Development of conflict of interest guidelines. \$12,500
  - **Chemainus First Nation:** Development of elements of a leadership selection code through the development of a workbook, and conflict of interest guidelines. \$10,000
  - **Katzie First Nation:** Development of templates and models for codes and policies, conflict of interest guidelines, redress mechanism and a law making process. \$35,640
  - **Lower Similkameen Indian Band:** Development of financial and human resource policies and procedures. \$15,000
  - **Musqueam Indian Band:** Development of conflict of interest guidelines, human resource policies and code of ethics. \$35,500
  - **Whispering Pines/Clinton Indian Band:** Development of an human resources strategy. \$24,200
  - **Xaxli'p (Fountain) Band:** Development of elements of a leadership selection code and financial and human resource policies. \$30,000
  - **West Moberly First Nations:** Implementation and refinement of governance structures. \$49,313.11
  - **Wuikinuxv Treaty Office:** Development of an administration of government, financial management and leadership selection code. \$37,000
  - **Columbia Lake Band:** Development of a policy manual and an employee handbook. \$20,000
  - **Iskut First Nation:** Update existing governance manual for Chief and Council and staff. \$25,000
  - **Muskamagw Tsawataineuk Tribal Council:** Development of a board of directors policy and procedures manual. \$12,300
  - **Samahquam First Nation:** Development of redress and appeals mechanism. **Included as part of In-SHUCK-ch funding proposal**
  - **Tsawataineuk Band:** Development of a band council policy manual, law making process and by-law enforcement. \$15,000
  - **Doig River First Nation:** Development of a roles and responsibilities manual, code of conduct and website. \$28,000
  - **Hul'qumi'num Treaty Group:** Report on benefits of aggregations. \$50,000
  - **Hupacasath First Nation:** Development of a communications strategy and defining roles and responsibilities of administration and staff. \$20,000
  - **Kitamaat Village Council:** Development of elements of a leadership selection, financial management, and an administration of government code, a system for law making, and a communications strategy. \$46,850
  - **Leq'a:mel First Nation:** Development of a human resource manual. \$15,000

## 'Institute & Projects' continued from page 14

- **Lyackson First Nation:** Development of human resource policies and procedures manual. \$10,000
- **Lytton First Nation:** Development of elements of an administration of government, financial management and leadership selection codes. \$34,000
- **Skeetchestn Indian Band:** Report on enforcement, including a summary of existing agreements and a proposed new agreement. \$12,457.80
- **Tl'etinqox-t'in Government Office:** Development of conflict of interest guidelines. \$9,000
- **Wuikinuxv Treaty Office:** Development of a communications strategy and a policy and procedures manual. \$31,500
- **Matsqui First Nation:** Development of a human resource and office personnel manual. \$10,000
- **Mowachaht/Muchalaht:** Development of a policy and procedures manual. \$10,000
- **North Thompson Indian Band:** Development of elements of an administration of government code (disclosure of information and privacy policies). \$10,000
- **Pacheedaht First Nation:** Development of a communications strategy and elements of an administration of government code (meeting protocol). \$15,000
- **Saulteau First Nation:** Development of administration policies and procedures manual. \$20,000
- **Skin Tyee Nation:** Development of an administration of government, financial management and leadership selection code and a redress mechanism. \$28,000
- **St. Mary's Indian Band:** Updating various policies and procedures. \$25,000
- **Cheslatta Carrier Nation:** Development of a human resources policy and a strategic plan. \$20,000
- **Lower Stl'atl'imx (In-SHUCK-ch Council):** Development of elements of an administration of government and a leadership selection code. \$50,000
- **Kamloops Indian Band:** Development of an administration of government, leadership selection and a financial management code, website, gap analysis and an implementation plan. \$50,000
- **Kwakiutl Band Council:** Development of elements of a leadership selection code. \$15,000
- **McLeod Lake Indian Band:** Development of a constitution, tribunal and a financial management code. \$30,000
- **Naut'sa mawt Tribal Council:** Development of a web based reference library for existing policies and procedures. \$20,000
- **Klahoose First Nation:** Development of financial policies and a governance manual. \$47,250
- **Skidegate First Nation:** Preparation of a gap analysis (current code compliance) and a final report incorporating implementation costs. \$20,000
- **Sumas First Nation:** Development of an administration of government and a financial management code. \$20,000
- **Uchucklesaht Band Council:** Development of elements of an administration of government code and a report on current decision-making practices. \$15,000
- **Ktunaxa/Kinbasket Tribal Council:** Analysis and codification of community/tribal governance models and decision-making processes. \$30,000
- **Sliammon First Nation:** Development of a practical guide linking traditional processes with contemporary govern-



Kamloops Indian Band Logo

**“Kamloops Indian Band: Development of an administration of government, leadership selection and a financial management code, website, gap analysis and an implementation plan. \$50,000”**



Kamloops Indian Residential School.



Norway House Cree Nation Logo

**“Norway House Cree Nation: Review of the governance system of the First Nation and update/upgrade components (structures and policies). \$50,000”**



Sunset at Norway House, Manitoba.

## ‘Institute & Projects’ continued from page 15

ance, and a report on benefits/challenges and learning outcomes. \$20,000

- **T'it'q'et Administration:** Development of a governance and administrative policy and procedures manual. \$10,000
- **Northwest Treaty Tribal Group:** Report on law making and blending hereditary practices with traditional governance. \$100,000

### Manitoba

- **Opaskwayak Cree Nation:** Refinement of codes including; administration of government, financial management and leadership selection. \$60,000
- **Norway House Cree Nation:** Review of the governance system of the First Nation and update/upgrade components (structures and policies). \$50,000
- **Berens River First Nation:** Development of a governance framework. \$50,000
- **Hollow Water First Nation:** Development of a governance framework. \$50,000
- **York Factory First Nation:** Development of a governance structure and a leadership selection code. \$50,000
- **First Nations Accountability Coalition:** Development of elements of a leadership selection code (report on specifying the grounds and establishing a process for removal from office of elected and non-elected members of council and identifying what constitutes corrupt electoral practices). \$65,170
- **Long Plain First Nation:** Development of elements of leadership selection, administration of government and financial management code. \$18,000
- **Fox Lake Cree Nation:** Development of elements of a leadership selection code, conflict of interest guidelines

and a code of ethics. \$30,000

- **Interlake Reserves Tribal Council:** Refinement of a leadership selection, administration of government and financial management code. \$50,000
- **War Lake First Nation:** Development of elements of a financial management code. \$30,000
- **Dakota Tipi:** Review of the governance system of the First Nation including; policies, by-laws, and legislation. \$30,000

### Northwest Territories

- **Tetlit Gwich'in Band:** Revise and updating the leadership selection code to ensure FNG compliance. \$5,762
- **Deh Gah Got'ie First Nations:** Preparation of a gap analysis, human resource policies and an implementation plan. \$30,500
- **Dogrib Rae Band:** Development of communications strategy and various policies. \$27,325

### Ontario

- **Southern First Nations Secretariat Tribal Council:** Development of human resource policies that are compliant with the Canada Labour Code. \$112,000
- **Fort Albany First Nation:** Development of elements of an administration of government code and an appeal process. \$42,800
- **Mushkegowuk Tribal Council:** Development of a redress mechanism. \$112,000
- **Kettle & Stoney Point First Nation:** Development of a leadership selection code. \$19,316
- **Kettle & Stoney Point First Nation:** Development of a community ratification process. \$19,866
- **Sagamok Anishnawbek First Nation:**



## ‘Institute & Projects’ continued from page 16

Development of elements of a leadership selection code. \$41,700

- **Wikwemikong Unceded Indian Reserve:** Development of a community enforcement model. \$50,000
- **Anishnaabeg of Naongashing First Nation:** Development of an administration of government code which includes youth participation. \$35,000
- **Wauzushk Onigum First Nation:** Development of a leadership selection code which includes youth participation. \$48,325
- **Northwest Angle #37 First Nation:** Development of a financial management code which includes youth participation. \$50,000
- **Shoal Lake #40 First Nation:** Development of elements of an administration of government code and a redress mechanism. \$49,999
- **Anishinaabeg of Kabapikotawangag Resource Council Inc.:** Development of conflict of interest guidelines by the youth council and community redress. \$76,725
- **Fort Severn First Nation:** Development of a report detailing best practices of traditional governance. \$47,000
- **North Shore Tribal Council:** Development of a governance capacity model. \$93,500
- **Shoal Lake #39 First Nation:** Development of a community decision-making model. \$40,000
- **Stanjikoming First Nation:** Development of elements of an administration of government code and conflict of interest guidelines. \$34,784
- **Wabauskang First Nation:** Development of elements of a financial management code. \$35,180
- **Keewaytinook Okimatkanak (Northern Chiefs):** Development of financial policies and procedures for

the member First Nation communities. \$95,000

- **Wabigoon Lake Ojibway Nation:** Development of a local redress mechanism and tribunal. \$34,380
- **Sandy Lake First Nation:** Development of a harmonized human resource policy for all organizations of First Nation. \$36,000

### Quebec

- **Conseil des Atikamekw d'Opitciwan:** Development of a leadership selection code and a process to enact by-laws. \$50,000
- **Conseil de la Première nation des Innus Essipit:** Development of human resource policies. \$30,000
- **Conseil de nation Innu Matimekush - Lac John:** Development of policies. \$50,000
- **Conseil des montagnais Natashquan:** Development of policies and a review of their administrative and political structures. \$50,000
- **Conseil des Ancinepek de Kitcisakik:** Creating a community development communications centre. \$100,000
- **Uashat mak Mani-Utenam:** Development of elements of an administration of government code and a redress mechanism. \$50,000
- **Conseil Tribal Mamuitum:** Development of a database model for policies and procedures. \$80,000
- **Conseil tribal Algonquin Anishinabeg:** Report on outlining the process used, and the common understanding of aggregation by electors and administrators. \$50,000
- **Timiskaming First Nation:** Report on governance structures and communications. \$30,000



Algonquin Anishinabeg Nation Tribal Council Logo

“Conseil tribal Algonquin Anishinabeg: Report on outlining the process used, and the common understanding of aggregation by electors and administrators. \$50,000”



Signs of AANTC Member Communities.



Prince Albert Tribal Council Logo

**“Prince Albert Grand Council:**  
Development of a Prince Albert Grand Council First Nations Governance Strategy. \$50,000”



Prince Albert National Park, Saskatchewan.  
(Photo by NRCAN)

## ‘Institute & Projects’ continued from page 17

### Saskatchewan

- **Treaty Four First Nations Public Service Commission Project:** Development of a First Nations Public Service Act. \$111,618
- **Canoe Lake First Nation:** Development of a leadership selection code. \$20,000
- **Sakimay First Nation:** Development of conflict of interest guidelines, code of conduct for Chief and Council, a Tribunal Act and a feasibility study on internet referendum voting. \$60,000
- **Peter Ballantyne Cree Nation:** Development of an administration of government and leadership selection code and a redress body. \$60,000
- **Pheasant Rump Nakota First Nation:** Development of a leadership selection code, financial management policies, elements of an administration of government code (rules for the procedures of council meetings, band membership meetings) and cultural and historic site protection laws. \$39,000
- **Prince Albert Grand Council:** Development of a Prince Albert Grand Council First Nations Governance Strategy. \$50,000
- **Battleford Tribal Council:** Development of a Battleford Tribal Council First Nations Governance Strategy. \$62,000
- **Carry the Kettle First Nation:** Development of leadership selection, administration of government and financial management codes. \$47,800
- **Poundmaker Cree Nation:** Development of elements of a financial management code. \$20,000
- **Mistawasis First Nation:** Development of elements of a financial management, administration of government and leadership selection code. \$40,000
- **Beardy's and Okemasis First Nation:** Development of a leadership selection code and a redress mechanism. \$30,000
- **Key Band:** Development of elements of a financial management, leadership selection and an administration of government code. \$35,000
- **Little Pine First Nation:** Development of elements of a leadership selection and an administration of government code. \$35,000
- **Ocean Man First Nation:** Development of elements of a leadership selection and a financial management code. \$25,632
- **Pasqua First Nation:** Development of elements of a financial management and a leadership selection code. \$30,000
- **Muskeg Lake Cree Nation:** Development of an administration of government code and elements of a financial management code. \$40,000
- **Cote First Nation:** Development of elements of a financial management and leadership selection code. \$30,000
- **Thunderchild First Nation:** Development of elements of a financial management and leadership selection code and an appeal mechanism. \$41,800
- **White Bear & Ochapowace First Nations:** Development of a feasibility study/strategy for the enforcement of First Nation laws. \$45,000

### Yukon

- **Liard First Nation:** Development of a communications strategy, human resource policies and procedures and a revised redress, complaints and appeal mechanism. \$20,150
- **Taku River Tlingit First Nation:** Development of constitution, which includes law making a redress mechanism and conflict of interest guidelines.

## 'Institute & Projects' conclusion from page 18

\$53,033

As DIAND puts it the results of these pilot projects:

***Over the coming months, the department will be working with participating First Nations and others to take stock of the results of the pilot projects. At the same time, the department will be looking at the advice of the Advisory Council on the proposed First Nations Governance Centre on the one hand, and of the Assembly of First Nations on the other, before deciding how to proceed.***

Many—but not all—of the First Nations communities and organizations listed here as “pilot projects” are supporters of the federal Liberal government’s initiatives, and supported Phil Fontaine in his candidacy for AFN National Chief in July 2003.

Under the Paul Martin Liberals, the issue of ‘self-government’ remains under the **1995 Federal Aboriginal Self-Government Policy**, along with the terms and conditions of **federal transfer payments** to “Indian bands and organizations”.

It appears that the matter of ‘self-government’ and ‘land claims’ negotiations are being relegated to one of the Canada-Aboriginal “Sectoral Tables” on “negotiations” and kept from the program areas of health, education, housing and economic development.

The Martin government’s approach is to promote Canadian citizenship as a basis for access to programs and services not “aboriginal and treaty” rights.

In fact, the federal Minister of Health, Ujjal Dosanjh, is not even on the federal Cabinet Committee on Aboriginal Affairs, because health services are deemed by the Martin government and the federal First Nations and Inuit Health Branch (FNIHB), as being a universal program, albeit with some social policy considerations to try and close the “gap” in “life chances” between First Nations, Inuit and “Canadians”.

### Community Well-Being Index

The Department of Indian Affairs and Northern Development (DIAND) has developed a “Community Well-Being Index” that measure only four indicators:

- Education.
- Labour Force.
- Income.
- Housing.

These narrow social indicators have been developed to support the federal government’s “quality of life” agenda, but fail to include the relationship to environment, lands and resources.

Many of the reserves across Canada are too small to support a sustainable community economy, which is why First Nations need access to lands and resources from ancestral and treaty territories.

### Recognition & Implementation Process

While DIAND is reviewing the results of the “pilot projects” and the advice from Satsan and the “First Nations Governance Centre”, the Assembly of First Nations has embarked on a national process to discuss a **“Framework for Advancing the Recognition and Implementation of First Nations Government”**, including a Draft Order-in-Council setting out an Agreement between AFN and the Government of Canada on a process regarding ‘self-government’.

The AFN process will culminate in a national meeting during February 2005, which is when the retreat between members of the federal Cabinet Committee on Aboriginal Affairs and selected Aboriginal Leaders will take place.

### Senate Bill on Self-Government

In another development, Conservative Senator Gerry St. Germaine, who is a Métis, has introduced Bill S-16 into the Senate. The Bill’s title is **“An Act providing for the Crown’s recognition of self-governing First Nations of Canada”**, and is a re-worked version of the ‘self-government’ Bill initiated by the late Senator and Chief, Walter Twinn.

There will be a review of this Senate Bill in the next issue of the Bulletin.



The Late Senator Walter Twinn was the originator of the Senate Bill on First Nations Self-Government. It has been revised and re-introduced.

**“Senator Gerry St. Germaine, who is a Métis, has introduced Bill S-16 into the Senate. The Bill’s title is **“An Act providing for the Crown’s recognition of self-governing First Nations of Canada”**”**



Senator Gerry St. Germaine, Conservative, appointed by Prime Minister Brian Mulroney.



Advancing the Right of First Nations to Information

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The First Nations Strategic Policy Counsel is a collection of individuals who are practitioners in either First Nations policy or law. We are not a formal organization, just a network of concerned individuals. This publication is part of a series. Please don't take it for granted that everyone has the information in this newsletter, see that it is as widely distributed as you can, and encourage those that receive it to also distribute it. Feedback is welcome. Let us know what you think of the Bulletin.

Russell Diabo, Editor and Publisher, First Nations Strategic Bulletin.

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[WWW.BEESUM-COMMUNICATIONS.COM](http://WWW.BEESUM-COMMUNICATIONS.COM)

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## Fiscal Institutions Bill Comes Back: *Notice of Government Bill—November 1, 2004*



### Introduction of Government Bill

October 29, 2004 — The Minister of Indian Affairs and Northern Development — Bill entitled “An Act to provide for real property taxation powers of first nations, to create a First Nations Tax Commission, First Na-

tions Financial Management Board, First Nations Finance Authority and First Nations Statistical Institute and to make consequential amendments to other Acts”.

#### *Recommendation*

*(Pursuant to Standing Order 79(2))*

Her Excellency the Governor General recommends to the House of Commons the appropriation of public revenue under the circumstances, in the manner and for the purposes set out in a measure entitled “An Act to provide for real property taxation powers of first nations, to create a First Nations Tax Commission, First Nations Financial Management Board, First Nations Finance Authority and First Nations Statistical Institute and to make consequential amendments to other Acts”.