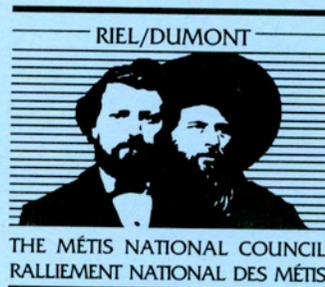


**MÉTIS NATIONAL COUNCIL**  
**BUDGET PROPOSAL**



PLANNING FOR THE FUTURE—  
THE MÉTIS NATIONAL COUNCIL'S  
BUDGET PROPOSAL

PREPARED BY  
THE MÉTIS NATIONAL COUNCIL

JUNE 1994

**PLANNING FOR THE FUTURE—  
THE MÉTIS NATIONAL COUNCIL'S BUDGET PROPOSAL**

**Table of Contents**

	<b>Executive Summary</b> .....	i
	Background.....	i
	Evaluation of Current Funding Arrangements.....	i
	Proposed Funding Approach.....	v
	Principles of Accountability.....	vi
	Budget Submission for 1994/95.....	vii
<b>1.0</b>	<b>Introduction</b> .....	1
	1.1 The Métis National Council.....	1
	1.2 Purpose of Report.....	2
	1.3 Report Organization.....	3
<b>2.0</b>	<b>Evaluation of Current Funding Approach</b> .....	4
	2.1 Inadequate Monitoring & Control.....	4
	2.2 Inadequacies of Core Funding.....	5
	2.3 Short-Term and Non-Continuing Nature of Project Funding.....	6
	2.4 Definition of Priorities.....	6
	2.5 Erratic Funding Levels.....	6
	2.6 Cash-Flow Problems.....	7
	2.7 Multiple Reporting Schedules.....	7
	2.8 Cost Ineffectiveness.....	8
	2.9 Underdevelopment of Human Resources.....	9
<b>3.0</b>	<b>Proposed Funding Arrangement</b> .....	10
<b>4.0</b>	<b>Principles of Accountability</b> .....	14
<b>5.0</b>	<b>Policy Development and Research Sectors</b> .....	16
	5.1 Self-Government.....	18
	5.2 Human Resources Development.....	23
	5.3 Community Development.....	28
	5.4 Health.....	33
	5.5 Head Start.....	36
	5.6 Justice.....	41
	5.7 Social Policy Reform.....	44
	5.8 Housing.....	48
	5.9 Royal Commission on Aboriginal Peoples.....	52
	5.10 Culture and the Arts.....	55
	5.11 Enumeration and Registry.....	59
	5.12 Land Claims and Test Case Funding.....	63
	5.13 Environment.....	67

5.14	International Relations .....	71
5.15	Economic Development.....	74
<b>6.0</b>	<b>Corporate Services.....</b>	<b>79</b>
6.1	Corporate Management and Operations .....	79
6.2	Communications Activities.....	83
6.3	Consultation Activities .....	85
<b>7.0</b>	<b>The MNC Executive.....</b>	<b>87</b>
<b>8.0</b>	<b>Community Based Pilot Projects &amp; Initiatives .....</b>	<b>90</b>
8.1	Head Start .....	91
8.2	Métis Youth Core.....	94
8.3	Community Development Pilots.....	96
8.4	Employment Equity Coordinators .....	100
8.5	Museum of the Métis.....	103
<b>Appendix A</b>	<b>Comprehensive Budget Overview.....</b>	<b>107</b>

## EXECUTIVE SUMMARY

### Background

The purpose of this submission is to establish a more effective and fiscally responsible bilateral relationship between the federal government and the Métis National Council (MNC). The government has promised a new partnership with Aboriginal Peoples, the MNC, the official representative of the Métis Nation of Canada, welcomes this partnership and is prepared to meet the challenge. We believe, as does the Government of Canada, that the inherent right of Métis self-government is entrenched in the Constitution. However, the implementation of self-government cannot be achieved overnight nor by the stroke of a pen. With this submission, the MNC is prepared to commence the necessary transition process and believes that significant progress can be achieved in the next three years.

Currently, MNC relies on funding received from the federal government by way of "core funding", for ongoing operations, and "project funding", for policy development activities. These current financial arrangements create many problems for both the federal government and the MNC. Moreover, they are inconsistent with, and in fact hamper, the evolution of self-government. The repeated audits, and the results of those audits, make it abundantly clear that there is a need to establish a new financial relationship with the federal government, one which leads to a coherent financial system, better management and accountability for the funding received from the federal government, while at the same time making progress towards the development of self-government for the Métis people. These two objectives are not inconsistent, and in fact are mutually reinforcing.

The budget proposal in itself is a response to the new partnership promised by the federal government. The budget is based upon MNC priority areas and dovetails with the new government's plan for Canada. It quantifies the public service and executive requirements of the MNC. The orientation of the budget focusses upon developing community based solutions to the deep seated, poor socio-economic conditions of Métis people. In putting forward this budget, the MNC hopes to develop, in consultation with the Métis community, community driven policy and program initiatives that will apply to the Métis Nation as a whole. It spells out both policy development and research functions and sets out a number of community-based initiatives to be implemented on a pilot basis.

### Evaluation of Current Funding Arrangements

1. **Inadequate Monitoring and Control**—The lack of proper coordination between federal departments and the absence of a coherent budgeting and accounting procedures mean that no one at the federal level, not even the Federal Interlocutor for Métis, is aware of the wide range of policy initiatives affecting Métis whether undertaken by the government or by the MNC or its affiliated organizations. This not only makes it impossible for anyone to be fully responsible or financially accountable to Parliament for Métis Affairs, it impacts negatively

upon policy coordination and the formation of an effective partnership. Budgeting processes and procedures should seek to ensure that both Parliament, which distributes funding, and the Métis people, for the benefit of whom funds are being used, are kept fully aware of the MNC's activities and the purposes for which funds are being spent. As a testament to the current systems shortcomings, the MNC has been involved in four audits this year, (three external) at great expense to MNC, with the government collecting only fragmented information on MNC expenditures. The MNC does not wish to have to go through these costly and uncoordinated exercises year after year.

**2. Inadequacies of Core Funding**—The MNC receives a modest "core funding" budget that has declined by one third in the last ten years despite inflation and the increased costs associated with modern office technology. As a result, the MNC is the only national organization without resources to pay the salary of full-time Executive Officers or a financial Administrator/Comptroller. The current manner and levels of core funding do not allow for the necessary separation of "political" and "public service functions" within the MNC. Without adequate core resources to run the operation, supplementary project funds from eleven departments and agencies are used to offset the costs of the entire operation creating financial management and accountability problems for all concerned. Moreover, the federal government is not obtaining the needed information and expertise to appropriately redress the current high level of dependency of Metis on government transfers.

**3. Short-Term and Non-Continuing Nature of Project Funding**—Unlike "core funding", "project funding" is defined for a specific timeframe and terminates upon completion of the project. It is impossible to develop the continuing policy development and research capability necessary to effectively participate in critical public policy reform areas, much less commence the planning for the implementation of self-government for Métis people. The system encourages the expensive practise of contracting out to consultants, to whom no long-term commitments need be made, rather than the gradual development of in-house expertise which is the hallmark of an effective policy unit. In short, policy makers should now realize that the quick fix approach is not working and a new longer term approach is required.

**4. Definition of Priorities**—Contrary to the expressed policy approach of the federal government, reliance on project funds has meant that priorities are defined by departmental bureaucrats allocating the funds, rather than by Métis people themselves. The MNC ends up working on projects which federal officials determine are priorities; the only way the MNC can undertake work on matters which it considers important is if it succeeds in convincing a federal department to fund the project. The MNC has no objection in joint planning and priority setting exercises. However, the existing system often leads to uncoordinated, unilateral measures leading to haphazard and inconclusive results.

5. **Erratic Funding**—Funding for the MNC is not consistent from year to year and often bears no relation to the tasks at hand. In the majority of cases, the funding is inadequate for the work that must be undertaken, and at other times, departments provide funding which the MNC is not capable of spending within the timeframe provided. Funding levels can vary greatly from year to year. Moreover, procedures used in project funding often create situations where the MNC must deficit finance its operations pending receipt of interim or final payments—a source of ongoing "cash-flow" problems for the MNC.

6. **Cash Flow Problems**—The current method of financing also creates "cash-flow" problems for the MNC. The heavy reliance on project funds means that the MNC faces holdbacks pending interim or final reports. Many departments are unable or unwilling to provide advance funding, and consequently, most projects have to be deficit financed, placing additional pressures on the thinly financed organization. While operating expenses remain more or less the same from month to month, the timing of payments from various federal departments varies a great deal, leading to occasions when the MNC is strapped for resources to handle commitments while awaiting interim or final payments for project funding. The MNC is forced to meet any shortfall through line-of-credit financing at high interest rates.

7. **Multiple Reporting Schedules and Requirement**—It is important for the Government of Canada and Canadian and Métis taxpayers to have a proper and thorough accounting of the resources provided to the MNC. However, as the process currently operates, the MNC is required to produce separate and individual accounting submissions for every project for which it receives funding, and this, according to separate time schedules for each project. The MNC currently receives funding for 23 individual projects involving 11 federal departments and agencies. The burden of the approximately 70 accounting and reporting requirements under existing agreements places significant pressure on an organization that is not provided with sufficient resources to obtain appropriate management personnel.

8. **Cost-ineffectiveness**—The current system does not encourage and actually impedes utilization of available resources in the most cost-effective manner possible. The system favours the use of consultants rather than the development of in-house expertise. In-house expertise is not only less expensive but more effective in terms of policy development. The current system also prevents effective policy coordination. It impedes the amalgamation of similar tasks, such as consultations or research costs, as between projects, since each department is unwilling to indirectly subsidize the work of another.

9. **Underdevelopment of Human Resources**—The existing system's reliance on consultants has meant that the MNC has not been able to develop its human resource potential and equip Métis individuals with the necessary skills to govern themselves. If self-government is to be a reality, Métis people must be given the opportunity and the training necessary to assume public policy and public service functions. The MNC is one of the principal vehicles available for Métis to develop this capability. However, current funding arrangements prevent the MNC from competing successfully for the Métis people who currently qualify as professionals and specialists in a variety of public policy fields. Not only is the MNC unable to provide security of employment beyond a fiscal year, it is not even able to provide the security of a pay cheque at month end throughout the year because of the erratic nature of the funding system.

## **Proposed Funding Approach**

Current financial arrangements satisfy neither party and it is time to implement a new financial relationship to overcome the problems and inadequacies of the current system. The proposed fiscal approach is similar in principle to the emerging public service trend towards the establishment of mission driven agencies such as the special operating agencies established at the federal level. This includes clearly setting out objectives, establishing detailed plans to achieve the objectives, monitoring and evaluating progress and revising plans to meet changing circumstances. The MNC believes that the following approach is more cost-effective and responsible. The MNC proposes the following:

1. **A "One-Stop" Budgeting Process for the MNC**—The Office of the Federal Interlocutor for Métis Affairs should be made responsible for dealing with the MNC on budget matters. Each year, the MNC would submit its workplan and expenditure estimates to the Interlocutor, who would in turn coordinate the activities of all federal departments. Once the work plan had been agreed upon, each department would remit to the Interlocutor the funds which it is committing to the MNC for the fiscal year, and the Interlocutor would then release these funds to the MNC at the beginning of every quarter. The MNC would submit one activity and one financial report of all its activities at the end of every quarter to the federal Interlocutor, who would in turn ensure its distribution to all contributing departments. This would only affect the budget process; discussion of substantive policy issues would continue to take place with each department as required.
2. **A Three-Year Planning Process is proposed**—Similar in principle to the framework agreements and business plans of Special Operating Agencies, production of a three-year workplan and budget would ensure better coordination of all federal activities and ensure that the MNC has the opportunity to put forward its own priorities for funding as well as continuing to work on joint MNC and federal priority areas. The Plan would also enable the federal government and the MNC to evaluate in a more objective fashion than is currently possible the results achieved for the money being spent.
3. **Integrating the MNC's Budget with the Federal Budget Process** would have the MNC present its three-year plan and spending estimates to the federal government at the same time as federal departments submit their spending estimates to Treasury Board. In essence, the MNC would provide the federal government with sufficient information to ensure that its expenditures are tracked by the same multi-year operational planning approach currently in place in the federal service. This would ensure that the MNC's funding requirements be considered as a whole before rather than after funds are committed to the various departments with which the MNC would deal.

4. **Jointly Appointed Auditors and adoption of value for Money audits of MNC's Spending**—As matters currently stand, the MNC produces an annual internal audit of its accounts, while each funding federal department can, at its discretion, decide, in any given year, to conduct an external audit. This should be replaced with a system where it would become **mandatory** every year to have a joint audit. A jointly appointed auditor would be mandated to examine the MNC's accounts, and the results tabled in Parliament and before the Métis National Assembly.
5. **Establishment of an in-house Policy Development and Research Capability**—A rationalization of the way the federal government provides funding to the MNC would allow the MNC to hire full-time policy and research staff as the introduction of a three-year planning framework would make it possible for the MNC to envisage making hiring commitments over a longer term. Rather than contracting-out work to 20 different consultants on project-specific issues, the MNC could hire full-time policy officers given responsibility for distinct policy areas, thereby reducing costs and increasing efficiency. This would also enable the MNC to develop and train a greater number of Métis persons to occupy positions within Métis self-governing institutions.

### **Principles of Accountability**

---

The MNC will adopt **Principles of Accountability** in the management of its expenditures, including the creation of an Office of the Comptroller within the MNC's official structure, the adoption of public service guidelines, the adoption of conflict of interests codes for elected Métis officials and public servants and strengthened reporting measures by way of published annual spending and activity reports to the Métis Assembly for review and comment.

The proposal also calls for changes to the ad hoc approach to audits of MNC expenditures and operations. The MNC proposes **mandatory annual joint audits** by way of jointly appointed auditors. In addition, the MNC proposes to expand the terms of reference for those audits to include an examination of issues such as whether the Secretariat is receiving "**value for money**" for its incurred expenditures. This would bring it in to line with the approach Parliament has adopted for the Auditor General's revue of public expenditures by the government.

## Budget Submission for 1994-95

The MNC is presenting its budget submission in one comprehensive document integrating a three-year planning framework. The budget estimates are based on existing levels of commitments from various federal departments and on the estimated cost of implementing the federal government's reform proposals. It is not intended to leverage more money from the government but does call upon the government to re-priorities its current expenditures. The following is a summary of planned activities and costs for 1994-95:

Policy Sector	Planned Activities	1994/95 Budget Estimate
Self-Government Consultations (1st Quarter)	Inherent rights discussions and negotiations, Assembly to review options.	\$189,589
Governance (2nd-4th quarters)	Negotiate implementation of framework agreement and examine financing arrangements.	\$544,907
Human Resource Development	Complete HRD Plan; set up Strategic Planning Unit; develop policy for Métis employment and training.	\$296,578
Community Development	Development of Community Development Pilot Projects	\$175,065
Health	Establish Métis Health Policy, participate in intergovernmental dialogue on tripartite health, liaison with Department.	\$347,247
Head Start	Consult on program development; set up Métis Head Start Coordinating Committee; implement pilot projects	\$278,916
Justice	MNC Justice Secretariat; set up Métis Police Task Force; conduct research.	\$347,756
Social Policy Reform	Participate in federal hearings; initiate survey of dependency among Métis; study feasibility of transferring responsibility for social programs to Métis institutions.	\$349,817
Housing	Complete housing needs study; develop initiatives to alleviate Métis housing crisis; develop Métis social housing initiatives.	\$172,384
Royal Commission	Review research and policy direction papers; facilitate coordination and input of Métis Advisory Committee.	\$93,460
Culture and Arts	Establish Museum Board of Governors; undertake genealogical study; begin dialogue with Canada Council and other cultural institutions.	\$191,075
Enumeration and Registry System	Enumeration methodology and costing; negotiate cost sharing agreement.	\$285,203
Test Case Funding and Land Claims	Commence review of federal and provincial statements; review land claims policy; negotiations.	\$242,165
Environmental Affairs	Prepare co-management implementation framework; participate in fora.	\$172,384
International Relations	Review Canadian foreign policy; participate in Draft Declaration, International Decade, OAS, etc.	\$208,282
Economic Development	Implementation of Master Plan, financing and procurement study, review CAEDS.	\$339,140
MNC Executive	Overall policy and political direction, Annual Assembly, and Office of the President.	\$276,700
<b>TOTAL</b>		<b>\$4,510,667</b>

---

## 1.0 INTRODUCTION

---

### The Métis National Council

---

The Métis National Council is the national representative institution of the Métis Nation in Canada. The Métis Nation evolved in the historic Northwest in the 18th and 19th centuries. Born of the mixture of French and Scottish fur traders and Cree, Ojibwa and Assiniboine women, the Métis in the Northwest developed a consciousness as a people, distinct from either Indian or European. Following the takeover of the Northwest by Canada in 1869, the political economy of the historic Métis was destroyed. Both the *Manitoba Act (1870)* and the *Dominion Lands Act (1879)* recognized Métis claims to Aboriginal title, but the federal government moved to "unilaterally extinguish" these claims through the issue of scrip. Denied the recognition of their collective rights, the Métis became Canada's "forgotten people". Only in Alberta was any action taken to alleviate Métis distress through the establishment of Métis settlements by the provincial government in 1938. The Métis were recognized as one of Canada's Aboriginal Peoples in the Canadian Constitution in 1982.

#### MISSION STATEMENT

The central goals and aspirations of the Métis Nation are:

- to represent and promote the interests of the Métis Nation;
- to restore Métis lands and resources for future generations;
- to achieve the full recognition of the Métis Nation and its jurisdiction within the Canadian federal system;
- to seek cooperative and productive relations with other Canadian governments and peoples based on mutual respect, sharing and tolerance;
- to promote progress and prosperity among Métis people in all cultural, social, economic and political fields;
- to achieve self-sufficiency for the Métis people and the institutions of the Métis Nation;
- to maintain and promote respect for the individual rights and freedoms of the Métis people and the equal protection and advancement of female and male Métis; and
- to maintain the independence and integrity of the Métis Nation, safeguard its stability and resist any aggression upon its existence or any of its people.

The Métis National Council was established in 1983, following recognition of the Métis as a distinct people with Aboriginal rights in the *Constitution Act, 1982*. The MNC has been recognized as the voice of the Métis Nation in constitutional negotiations at the national level, and acts as the advocate and negotiator for the Métis people with the Government of Canada and at national conferences and fora. It also represents the interests of the Métis people on the international stage.

### **MNC Organizational Structure**

---

The MNC has an organizational structure which is composed of local, regional and provincial associations and affiliated institutions. The MNC is governed by an Executive Committee made up of the Presidents of provincial and territorial Métis associations. There are provincial or territorial associations throughout the Métis Homeland of the historic Northwest: Manitoba, Saskatchewan, Alberta, British Columbia, Ontario and the Northwest Territories. Each provincial and territorial association in turn has a regional structure and a network of community-based locals, the number and the size of which vary from region to region and province to province. The President of each provincial association is to be elected through secret ballot in elections organized throughout the province or territory, in which all Métis persons have a right to vote. Collectively, they oversee the affairs of the MNC, aided and assisted by a small, permanent secretariat located in Ottawa.

In keeping with the movement towards self-government, the MNC was restructured in 1993 to replace the Executive Committee with Ministers in charge of various portfolios, while retaining the principle that these Ministers should be the elected Presidents of provincial associations. In 1994, the President of the MNC will be directly appointed by the elected executive and board members of the provincial and territorial Associations at a Special Assembly of the Métis Nation. The MNC is in the process of transforming into a truly community-based representative institution of Métis government.

### **Purpose of Report**

---

On October 8, 1993, the Honourable Jean Chrétien committed his government to a comprehensive reform plan on Aboriginal issues designed to "provide Aboriginal peoples with the tools to become self-sufficient and self-governing." The reforms to funding relationships being proposed by the MNC in this report are a move in this direction. The MNC believes that these reforms would go a long way towards resolving the current difficulties which both parties have with existing arrangements. They would lead to a more accountable and professional relationship between the MNC and the federal government while at the same time allowing the MNC to develop a structure and organizational capability to represent and administer the affairs of the Métis Nation. As such, the proposal would represent a step towards self-government for the Métis people within Canada.

This report makes a proposal for a new fiscal relationship between the Government of Canada and the Métis National Council (MNC). Its principle focus is to enhance the prospects for community initiatives and community-based delivery of public services. It does so by putting forward practical initiatives that can be commenced in this fiscal year. The community based initiatives are proposed on a pilot basis to ensure that only successful approaches are promoted and adopted.

The budget estimates made in this submission are based on existing funding commitments to the MNC by various federal departments and agencies and on the cost of implementing the federal government's Red Book proposals that affect Metis. The submission is not intended to seek new spending authorities but does necessitate rethinking current spending priorities. The MNC believes that the approach will bring administrative efficiencies to the existing system.

The MNC hopes this report will serve as a basis for discussion with the federal government on needed changes to existing funding arrangements and procedures with a view to developing a more simple and more accountable funding structure between the Government of Canada and the national representative institution of the Métis people of Canada. The MNC believes that it is critical to implement this new fiscal relationship in this fiscal year.

### **Report Organization**

---

This report is organized into seven major sections as follows:

- evaluation of current funding arrangements;
- proposed new fiscal relationship;
- principles of accountability to guide new financing arrangement;
- detailed three-year work plan and activity budget plan by sector;
- overview of MNC Corporate Services, communications and consultation approach;
- MNC Executive functions; and
- Community based pilot projects.

---

## **2.0 EVALUATION OF CURRENT FUNDING ARRANGEMENTS**

---

The MNC currently receives a "core funding" grant from the federal government. This grant is to be used to pay for office space and supplies, the salaries of central office personnel, the remuneration of full-time executive officers, as well as travel and expenses for the organization, with a view to allowing the MNC to perform its "advocacy" function at the national level. The core budget is not sufficient, nor no longer intended, to support the development of an effective policy development and research function. The program funding levels have declined dramatically in the last ten year.

To obtain funding for research, analysis and policy development, the MNC relies on "project funding" from various federal government departments. These funds are used to offset the overall administrative costs of the MNC's operations. The following examples illustrate the current approach to project funding. If the Department of Canadian Heritage decides it is important to undertake research on Aboriginal languages, then the MNC may be given a grant to collect information on the use of Michif by Métis in Canada. If CMHC decides that it is important to examine Aboriginal housing issues, it invites the MNC to submit a research proposal on the subject, and provides funding to carry out that project. If the federal government launches negotiations on Aboriginal self-government, then the MNC receives funding from PCO to participate in these discussions. Currently, the MNC receives funding for 23 separate research projects from eleven different departments and agencies. As important as this project funding is to the MNC, the current arrangement has many deficiencies.

### **Inadequate Monitoring and Control**

---

It is difficult for the federal government to keep track of the resources it provides to the MNC or to work effectively on a coordinated basis with MNC. Each department handles its own project funding; one department is not necessarily aware of what another department is doing, and individual departments find it difficult to ascertain, despite the accounting and reporting requirements they impose on the MNC, whether the funds they made available were used on their project. The lack of proper coordination and the absence of a centralized budgeting and accounting procedures for the MNC at the federal level has done irreparable damage to the MNC, as one department after another questions how its money was actually spent and commences audit activities.

The MNC does not wish to have to go through these costly and uncoordinated exercises year after year. The solution lies in establishing one coordinated, effective, and mutually agreed upon budgeting and accountability process that would be capable of reporting and accounting for all funds received by the MNC from the federal government.

Budgeting processes and procedures should ensure that both Parliament, which

distributes funding, and the Métis people, for the benefit of whom funds are being used, are kept fully aware of the MNC's activities and the purposes for which funds are being spent. Currently, no one at the federal level, not even the Federal Interlocutor for the Métis, is aware of everything the MNC is doing which makes it impossible for anyone to be fully responsible to Parliament for Métis affairs. There is a need as well to keep the membership of the MNC and Métis people generally more informed about the MNC's accomplishments on their behalf every year.

### **Inadequacies of Core Funding Approach**

Core funding is designed to provide the MNC with the financial resources to operate as an advocacy association for the Métis at the national level. Over the last three years, core funding has been cut-back from \$340,000 to \$240,000 per year. The MNC receives proportionally much less in core funding than do other Aboriginal organizations. The result has been that core funding is completely inadequate to meet the needs and objectives which it is designed to fulfill.

For example, core funding is designed, among other things, to provide remuneration for the full-time executive of an Aboriginal organization as well as full-time staff. The level of funding the MNC receives has, however, in the past, been inadequate to provide for a full-time executive. The MNC is the only national Aboriginal organization whose elected leadership does not receive any salary from the MNC. Instead, executive members draw salaries from the provincial associations affiliated with the MNC. This situation is no longer tenable since the President of the MNC will from now on be directly elected and will as a consequence no longer sit on the executive of any provincial organization.

Nor does the core funding mechanism make a clear distinction between the political leadership of the organization and the permanent staff. All Aboriginal organizations, including the MNC, are moving towards self-government, which means that they are beginning to adopt more responsible and professional procedures governing the relationship between the political leadership and officials. The MNC, for its part, is moving forward with a Métis Nation Public Employees' Conflict of Interest Act and a Public Service Law in an effort to ensure a professional relationship between politicians and the officials of the Métis Nation. Political activities, as important as they are, must be kept separate from the public service function of Métis government. Core funding does not allow for the separate accounting of these functions and, in fact, breeds a confusion between the political activities of the organization and the policy development and implementation functions which is not conducive to responsible government or in engendering professionalism.

## **Short-Term and Non-Continuing Nature of Project Funding**

---

Unlike "core funding", "project funding" is defined for a specific time frame and terminates upon completion of the project. It is therefore not structured to enable the MNC to develop a permanent or continuing policy development, research and analysis capability. Since projects are short-term in nature, they encourage the contracting-out of work to consultants, to whom no long-term commitments have to be made, rather than the gradual development of in-house expertise which is the hallmark of an effective policy unit. Unlike the public servants for other orders of government, the existing system does not allow for career development.

## **Definition of Priorities**

---

Project funding allows priorities and funding parameters to be defined by the department allocating the funds rather than by Métis themselves. It often fosters a situation where the MNC undertakes work which federal officials consider to be a priority. In other cases, the funding is provided to a department to manage and it invites funding proposals from the MNC for arbitrarily set amounts determined by the department. Funding for MNC research and policy development priorities can be obtained only if the MNC succeeds in convincing the appropriate federal department to provide funding for the projects which the Métis wish to undertake. The MNC does not object to federal participation in setting mutually agreed upon priorities, but believes that this should be undertaken before spending estimates are appropriated by Parliament based upon a joint planning and budget control system.

## **Erratic Funding Levels**

---

Funding levels for individual projects are determined in advance by federal officials, based on their own budgeting process and often without appropriate consultations with recipient organizations. As a result, funding may not, and often does not, correspond to the real cost of carrying out a project. In some instances, funding is inadequate for the type of work required to achieve project objectives. In other cases, the "pot" of money made available by a federal department in a particular area is too large for the MNC to assimilate within the timeframe provided for the project. In the case of projects that extend over more than one year, funding commitments may vary greatly from year to year, based purely on the budget constraints facing the department, rather than the requirements of the project. There are many instances in previous fiscal years where the protracted process of negotiating funding, securing the contract and retaining project personnel occurred late into the fiscal year putting unnecessary pressure on management and the financial accounting process. In addition, funds are sometimes committed very late in the fiscal year and must be spent by March 31 of that same fiscal year. For example, in the fiscal year 1993/94 the MNC received approximately \$238,000 in the last five weeks of the fiscal year. This is as much a result of lack of planning by the federal government than a rigid fiscal system.

## **Cash-Flow Problems**

---

The current method of financing also creates "cash-flow" problems for the MNC. The government knows, or ought to know, that organizations like the MNC, which rely heavily on financing from a multitude of departments and agencies under project funds, face holdbacks pending interim or final reports. Many departments are unable or unwilling to provide advance funding, and consequently most projects have to be deficit financed, placing additional pressures on the MNC. While operating expenses remain more or less the same from month to month, the timing of payments from various federal departments varies a great deal, leading to occasions when the MNC is strapped for resources to handle commitments while awaiting interim or final payments for project funding. The MNC is forced to meet any short-fall through line-of-credit financing at high interest rates.

## **Multiple Reporting Schedules**

---

The system places a burden on the MNC to produce activity reports and financial reports on a variety of schedules throughout the year. The MNC believes that it is important for the Government of Canada, Parliament and the Canadian taxpayers to have a proper and thorough accounting of the resources provided to the MNC. However, at present, the MNC is required to negotiate each contract, produce individual activity reports and individual accounting submissions for each funded project. In addition, each project has a different reporting schedule and has different accounting requirements.

This process places a significant time and paper burden on the core funded part of the organization. Every month, one project or another requires the production of an activity report; the time that staff or consultants spend on different projects must be allocated between different budgets; separate bank accounts must be maintained for different projects and records (as defined and required by each funding department), have to be meticulously kept for each project. This system is unnecessarily complicated, confusing, convoluted and time-consuming.

From the MNC's point of view, the existing system is an administrative nightmare. The MNC had 23 different funding contracts with 11 federal departments or agencies in the 1993/94 fiscal year. In addition, the MNC has had to complete the reporting requirements and administrative details on an additional seven contracts from 1992/93 in this fiscal year. The three independent government audits placed a significant strain on the overall operation of the MNC both in terms of lost productivity for two full months and in the inability to secure financial statements necessary to release final contract payments under federal contribution arrangements. Without the completion of the existing projects and accompanying internal audits, the MNC cannot recover in excess of \$100,000 held back under various funding agreements. While the problem is particularly acute this fiscal year, the reality of the existing system is that the MNC is required to deficit finance these projects in the last quarter of every fiscal year.

## Cost Ineffectiveness

---

The current system does not encourage and actually impedes utilization of available resources in the most cost-effective manner possible. There are three major examples of where current fiscal arrangements impede recourse to less expensive methods:

### a) Reliance on Consultants

To begin with, the system is predicated on the use of outside consultants rather than in-house staff to complete projects. Consultants are most effectively used when special expertise required cannot economically be developed in-house. But policy development, which is the principal focus of most project funding, is usually most effectively produced by staff who have developed the expertise within the organization to understand a subject area and corporate needs sufficiently to be able to research and analyze a particular issue with a view to producing options and recommendations for policy and program development. As most federal departments can attest, in-house staff can, providing that turnover is not a problem, produce quality results at much less cost than can sub-contracting to outside consultants. Moreover, management has more control over the quality of output of in-house staff than of consultants. While certain projects will always require outside expertise, a system which forces the MNC to contract out all research and policy development work adds unnecessarily to the expense of the projects. Savings could be realized if funding arrangements allowed the MNC to develop a competent in-house research and policy development capability.

### b) Consultations Process

Increasingly, policy initiatives demand extensive public consultations before implementation in order to secure legitimacy and to respond to the needs of the client population. Projects will therefore often require the MNC to engage in consultations with Métis communities. Because each consultation process is separately funded, separate consultations can be held every year, and by and large with the same people, but on different subjects. With better coordination, it would be possible to organize consultations more effectively, saving on staff and traveling costs, by having the same round of consultations deal with a number of separate but related issues.

### c) Data Gathering and Research

Similarly, cost of obtaining data from Statistics Canada through special runs or of conducting other social survey research could be reduced through better coordination between projects. However, funding arrangements would have to be adjusted to allow this to take place, otherwise one department will simply feel that it is indirectly subsidizing what another federal department wants to do.

## **Underdevelopment of Human Resources**

If self-government is to be a reality, Métis people must be given the opportunity and the training necessary to assume public policy and public service functions. The MNC is one of the principal vehicles available for Métis to develop this capability. However, current funding arrangements prevent the MNC from competing successfully for the Métis people who currently qualify as professionals and specialists in a variety of public policy fields. Not only is the MNC prevented from providing security of employment beyond a fiscal year, it is not even able to provide the security of a paycheque at month end throughout the year because of the erratic nature of the funding system. Nor does this system allow the MNC to develop its human resource potential as it is not afforded even a token amount of resources for staff development. Consequently, recruitment of young Métis to obtain practical on the job training in a wide range of public policy fields is currently beyond the MNC's reach.

---

### **3.0 PROPOSED FUNDING ARRANGEMENT**

---

The proposed funding arrangement outlined in this submission seeks to address and overcome the deficiencies of current funding arrangements, to the benefit of both the Government of Canada and the MNC. The MNC considers that this proposal would go a long way to resolve the problems associated with the existing financial arrangements between the Government of Canada and the MNC. The MNC believes that the various components of this proposal form a comprehensive package where each element is dependent on the others. No one element on its own will adequately address the deficiencies of the current process.

The MNC is prepared to discuss this proposal with the federal government, however, it hopes that the federal government will be prepared to accept the proposal and to act quickly on it so that new financing arrangements can be put into place this year. The MNC would agree to develop an evaluation framework for this initiative in the first year of a new funding mechanism. The key elements to this proposal are set out below.

#### **One-Stop Budgeting and Accounting Process**

---

The MNC believes that the interests of both the federal government and the MNC would best be served by having the MNC deal with one central agent for all funding and funding-related issues. The Office of the Federal Interlocutor for Métis Affairs would be a logical place for this responsibility to reside. Each year, the MNC would submit a three-year work-plan and attendant budget to the Interlocutor who would in turn review the work-plan and budget and coordinate the activities of all federal departments involved in funding Métis projects. Once the work-plan and budget have been agreed upon, the various federal departments providing funds to the MNC would transfer the funds they committed to the MNC for the year to the Interlocutor. The Interlocutor would then remit these funds to the MNC in equal quarterly installments. The MNC would provide the Interlocutor with quarterly comprehensive activity and financial reports covering all funded projects. These activity and financial reports would also be distributed to all relevant federal departments. At the end of each year, the MNC and the Interlocutor would jointly appoint an auditor to prepare audited financial statements.

Such a process would lessen the burden associated with having to prepare a variety of reports to several departments at different times of the year, while at the same time putting into place a more efficient and coordinated accountability system. This process would also eliminate cash-flow and deficit-financing problems for the MNC by introducing a predetermined and predictable payment schedule. It would encourage better monitoring and control of the funds received from the federal government by providing one central federal location for the disbursement of funds to the MNC. Although the budgeting and accounting processes would be centralized and rendered uniform, the MNC would still deal directly with the departments on substantive, as opposed to financial, issues and would still submit project deliverables directly to the individual departments involved.

The MNC believes that vesting the Interlocutor with this responsibility would enhance the government's ability to be effectively accountable to Parliament for funds provided to the Métis. It would ensure that the Interlocutor is involved at the planning stages of any joint work undertaken by the government with Métis. It would also enhance the Interlocutor's ability to serve as an effective spokesperson in government, in Cabinet and in Parliament on Métis issues.

### **A Three-Year Planning Process**

The MNC believes that it would be to the advantage of both parties to establish a three-year planning framework for the MNC's budget, activities and operations. Each year, the MNC will produce a work-plan and budget, which will set out the projects upon which the MNC intends to work over the next three years and the cost of these projects. Resources for the projects would be subject to negotiation with the Interlocutor and with individual departments.

In the event that additional projects or expenses arose during the year, adjustments would be made to the plan, in conjunction with the department involved and the federal Interlocutor, so that the integrity of the new funding arrangements would remain intact.

Such a process will provide the MNC with the opportunity not only of engaging in work that specific federal departments desire, but also of putting forward its own priorities for funding every year. Federal departments would obtain a clearer idea of the scheduling of project deliverables and of the longer-term financial implications of the projects which they fund. Although the MNC's budget commitments would continue to be authorized on a year-by-year basis, a three-year planning framework would nevertheless provide some added security to MNC funding, if for no other reason than that all parties would have previously agreed upon a longer term plan.

The three-year plan would be similar in principle to the framework agreements and business plans of Special Operating Agencies. It will allow the federal government to obtain a clear idea of the MNC's objectives over a three-year timeframe, and of its organizational and financial needs to achieve these objectives. The plan will also enable the federal government and the Métis to evaluate in a more objective fashion than is currently possible the results achieved relative to the money being spent.

### **Integration of MNC Budget with Federal Budget Cycle**

For consultations on a three-year work-plan and budget to be effective, the MNC believes it is important to integrate this planning process with the federal budget cycle. As matters currently stand, funding for the MNC is determined only after individual departments have submitted and negotiated their budget estimates with Treasury Board and the Department of Finance. Only once this has been established can individual departments negotiate project funding levels with the MNC.

Although it is too late to do so this year, the MNC budget planning process could eventually be integrated with the federal government's planning process so that funding for the MNC could be considered before, rather than after, key decisions about departmental funding levels are made. The Interlocutor will be apprised of the MNC's work-plan and budget at the same time as all departments engage in the budget process and submit their estimates for the year. The departments could then take this information into consideration in preparing their own budgets, and the MNC's budget could be negotiated and fixed at the same time as the departments' budgets.

### **Jointly Appointed Auditor to Monitor MNC Expenditures**

The MNC considers it vital for the Government of Canada, Parliament and the Métis and Canadian tax-payers to know how the funding provided to the MNC has been spent. The production of a three-year work plan will provide an objective framework against which to measure real results. Reforms need to be made to the accounting procedures in place to monitor the expenditure of public funds. As with any organization, the MNC performs an annual internal audit for accounting purposes. The MNC is also subject to external audits which can be commissioned by any federal department which has funded MNC projects.

The MNC proposes that external audits be rationalized and made mandatory, while at the same time integrated with the MNC's internal audit. That is, every year, the federal government and the MNC would jointly appoint an auditor to perform an audit of MNC's revenues and expenditures. To avoid unnecessary duplication, the audit would also constitute the MNC's own internal audit. It would therefore become mandatory for the federal government to participate in the overall audit process. The audit would include all MNC revenues and expenditures and would not be limited to single projects as is currently the case with most of MNC's external audits. The MNC has no objection to having the results of this audit tabled in Parliament every year.

### **Establishment of In-House Research and Policy Capability**

It is critically important for the MNC to develop a competent and experienced in-house research and policy development capability, which current funding arrangements do not support. The funding received from the federal government every year would, among other things, be used to hire full-time policy staff along the specifications set out in the three-year budget plan. Rather than hiring 20 different consultants to work on project-specific issues, the MNC would instead be allowed to hire full-time policy officers devoted to different policy areas. The MNC realizes however, that it may be necessary to phase out the reliance on certain consulting expertise pending the identification of individuals with the relevant expertise.

The new arrangements would make a great deal of difference in terms of research quality, continuity and development of experience and expertise. Research work could be better coordinated, the work load organized more rationally, costs could be reduced, and more deliverables could be produced in-house. Moreover, with such a research and policy development capability, the MNC could introduce and train more Métis as effective public servants and in turn assist the Métis to become more self-sustaining.

---

## **4.0 PRINCIPLES OF ACCOUNTABILITY**

---

The following Principles of Accountability will govern the management of all funds allocated to the Métis National Council. The adoption of the following principles constitute the MNC's internal approach to monitoring and controlling expenditures, with a view to ensuring that the MNC remains a results-oriented organization.

### **Budget Management and Control**

---

Funds will be spent only in the amounts and for the purposes set out in the MNC's budget plans and estimates (as agreed upon and revised from time to time with the federal government).

Treasury Board Guidelines will be used to govern allowable expenses on all project expenditures.

Wage and salary scales will follow federal public service guidelines and practices.

An Office of the Comptroller will be integrated to the MNC's structure to ensure that monies are disbursed in accordance with these principles and sound accounting practices.

Budgets and expenditures for political offices will be kept separate and distinct from budgets and expenditures for the civil service.

All expenditures for the civil service will have to bear the approval of the Administrative Head of the MNC (Corporate Secretary) and the Comptroller.

All expenditures for political offices (Executive and Legislative Branches) will have to bear the approval of the President of the MNC and the Comptroller.

Incumbents of political offices and civil service positions will adhere to Conflict of Interest Guidelines adopted from time to time by the Métis Nation in Assembly.

### **Reporting and Monitoring**

---

One quarterly integrated report outlining the activities performed in each policy sector will be submitted to the Interlocutor and to the funding departments.

One quarterly integrated financial report will be submitted to the Interlocutor and to the funding departments.

A jointly appointed auditor will be engaged for a prescribed period of time to monitor funds expended by the MNC in the previous year.

The MNC will produce an Annual Report at the end of every fiscal year which will include the audited financial statement of the MNC for the year.

The federal Interlocutor will table the MNC's annual report of its operations in Parliament.

The President of the MNC will present the Annual Report of the MNC's activities to the Métis Nation in Assembly at the earliest opportunity at the conclusion of each fiscal year.

---

## **5.0 POLICY DEVELOPMENT AND RESEARCH SECTORS**

---

The MNC currently receives project funding, or has a commitment for funding, from several federal government departments and agencies to support the initiatives which the MNC has undertaken on behalf of the Métis people. This section reviews the direction and the key initiatives which are planned or anticipated in each of the policy sectors in which the MNC is active or plans to be active over the next three years. These policy sectors are:

- 5.1 Self-Government
- 5.2 Human Resources Development
- 5.3 Community and Economic Development
- 5.4 Health
- 5.5 Head Start
- 5.6 Justice
- 5.7 Social Policy Reform
- 5.8 Housing
- 5.9 Royal Commission on Aboriginal Peoples
- 5.10 Culture and Arts
- 5.11 Enumeration and Registry
- 5.12 Test Case Funding/Land Claims
- 5.13 Environmental Affairs
- 5.14 International Affairs
- 5.15 Economic Development

The purpose of this document is to obtain approval of the proposed approach to funding and management of these program areas. The order of the policy and research sector is not intended to indicate a priority. Each of the program areas identified above is described in terms of the following:

### **Background**

---

The Background essentially scopes out the policy sector, current MNC participation in the sector and a description of the federal departments or government's stated policy reforms or initiatives.

### **Objectives**

---

The objectives set out the basic orientation of the MNC in a particular sector. The objectives are worded in general terms and are set out to provide the reader with the sense of direction the MNC intends to pursue in the policy sector.

## **Priority Activities**

---

This section sets out in detail the proposed activities to be undertaken in the next three years. The level of detail depends upon the nature and scope of the sector and whether any pilot project or other initiative is envisaged.

## **Deliverables**

---

This section is intended to outline the major outputs expected in each sector.

## **Personnel Requirements**

---

This section outlines the personnel requirements to undertake each activity.

## **Budget**

---

This section identifies the expected costs under each sector. The budget is broken down into personnel costs, direct costs of contracted professional services, if any, and the costs of Corporate Management Services. Corporate Management Services includes the costs of management personnel and associated costs. The cost of MNC operations is identified separately and includes the common core operational or administrative costs such as rent, telephone etc.. The budget also includes a common lined item relating to the common costs associated with MNC communications. Each sector budget incorporates consultation costs with the amount premised upon being able to coordinate consultation activities among policy areas to ensure cost effectiveness. A comprehensive budget overview is set out in the appendix.

The personnel costs are based on Treasury Boards Rates of Pay for the Public Service of Canada, April 1993. They do not include the costs of a benefits package for MNC employees at this time as this will have to be negotiated including any increase in salaries from year one to three. Increases in the budget from year one do not include an increase in salary but the non-salary costs are pegged to an annual increase in inflation of two percent.

The MNC Executive costs are broken out separately as are the costs of MNC's proposed community pilot initiatives.

---

## 5.1 SELF-GOVERNMENT

---

### Background

---

Métis self-government has been on the political reform agenda in Canada for over a decade, and, although some progress has been made, the achievements to date have been slow and uneven. Other than in Alberta, where Métis have a land base, progress towards greater self-government for Métis has been hampered by a narrow federal and provincial government policy framework and a lack of a shared longer term conceptual approach to public service program and service delivery initiatives. Métis also remain the only Aboriginal people for whom the federal government has yet to recognize its jurisdictional and fiduciary responsibility.

The new government has committed itself to act "on the principle that the inherent right of self-government is an existing Aboriginal and treaty right." In January 1994, the government confirmed this commitment and initiated a six-month national consultation process to determine the most appropriate means to implement the inherent right of self-government. For Métis, this has included inter-governmental dialogue with the federal, provincial and territorial orders of government and the Métis Nation. These consultations are due to come to an end in June, 1994, and the federal government has yet to make clear what the next steps are in the process.

As for recognition of federal responsibility for Métis, the federal government has indicated it will take the lead in trilateral negotiations involving the provinces to define the nature and scope of federal and provincial responsibility for Métis. Discussions to date indicate that the implementation of Métis self-government will take place through trilateral negotiation processes to be set up in each province and territory. The only outstanding issue seems to be whether this will be accomplished under a Métis national framework initiatives or through separate regional frameworks.

The Métis Nation cannot wait indefinitely for the outcome of discussions with the federal and provincial governments before taking action to establish more permanent governmental institutions through which the Métis can start taking greater control of their own affairs. The MNC has already undertaken executive level reforms and set into motion a process to re-establish a national Métis governing body and public administration to prepare for the assumption of greater responsibilities under self-government. Similar reform efforts are underway in the Métis Nation provinces and territories. Continuing work in this governance initiative is a top priority for the MNC.

The creation of a more democratic and accountable national political institutions and the establishment of a capable public service responsible to these institutions are seen as necessary precursors to the greater devolution of political authority to elected Métis representatives generally. While this cannot happen overnight, the MNC is committed to the process of developing political institutions at all levels that will hasten the achievement of self-government, and in the process, transform Métis institutions from what the government considers "interest groups" into governmental bodies exercising political authority and responsibility for Métis people.

The Inherent Rights discussions to date have focused only on the process options for the development of a new federal and perhaps provincial self-government negotiation policy framework. These discussions have yet to examine critical issues related to self-government including: the financing of self-government, the nature and scope of public services to be provided by Métis institutions and other levels of government, the identification of existing programs, services and expenditures relating thereto and the manner in which these will be transferred to Métis institutions. While this information is important information to have in the context of an eventual devolution of service-delivery responsibilities to Métis institutions, there are a number of other factors to be considered in arriving at a balance sheet of government activities relative to Métis people. The most important factors are taxes and tax loads and their impact on Métis people and the Canadian taxpayer.

Over the next three years, the MNC intends to continue to work towards achieving the full recognition of self-government for all Metis. The MNC will continue to participate in the inherent right discussions between Aboriginal leaders and federal, provincial and territorial governments at the national level to determine the process options for the implementation of Métis self-government at the regional and community level. Although the process for future negotiations on self-government has yet to be determined, implementation for Métis will entail trilateral negotiations in each province. The MNC is committed to assist and participate in the development of these implementation frameworks. The MNC is also committed to establish Métis self-governing authorities at the national, provincial and community levels within the next three years.

## **Objectives**

---

To implement the inherent right of Métis to self government through the modernizing of Métis political institutions and service delivery agencies to enable them to provide effective and necessary public services at levels comparable to those provided to Canadians and other Aboriginal Canadians.

To develop practical and workable inter-governmental relations between all orders of government to ensure the effective functioning of the emerging federal structure of Canadian government.

To restructure fiscal arrangements between the Métis Nation and other orders of government to ensure that the costs associated with Métis self-government do not increase the tax load on Métis or other Canadians.

### **Priority Activities**

---

To organize a Constituent Assembly to develop and adopt a new Constitution and governing structure for the Métis Nation including the definition of the responsibilities of the government, its public service structure and the manner in which the governing body will operate within the Canadian federation.

To negotiate new funding mechanisms for the effective functioning of the new Métis Nation governing structure.

To participate in federal/provincial discussions to achieve a consensus on a renewed set of federal/provincial policy frameworks to guide the implementation negotiations relating to the inherent right of the Métis Nation.

Following the adoption of a federal/provincial process and policy framework, the negotiation of an intergovernmental agreement between the Métis Nation and the federal and provincial governments on the implementation of self-government at the national, provincial, regional and community levels.

An expenditure review study reviewing and analyzing expenditure data on government expenditures on Metis by the federal and provincial governments. This study is expected to be informed by data being collected by the Royal Commission on Aboriginal Peoples as well by the data base exercise currently underway in the federal/provincial arena. This will entail developing a detailed inventory of current direct and indirect expenditures on Metis from both levels of government and examining current finance instruments as well as examining any duplications or overlapping expenditures. The study will also examine the impact of Canada's fiscal regime on Métis and other Aboriginal persons off-reserve, in order to arrive at a truer appreciation of the income redistribution, if any, that takes place between Métis and the rest of Canadian society.

To undertake research on federal programs and services that directly or indirectly affect Métis and to develop options for their devolution to Métis institutions and agencies.

To establish an effective research and analysis capability at the national office in order to assist the MNC and its affiliates to participate effectively in future negotiations associated with self-government.

## **Deliverables**

---

A renewed Constitution and governing structure of the Métis Nation.

A new federal policy framework for the implementation of self-government for the Métis Nation.

An intergovernmental agreement to guide the implementation of Métis self-government at the national, provincial, regional and community levels.

An expenditure review study analyzing the current fiscal regime and the development of options for restructuring and rationalizing the current system within the context of self-government.

## **Personnel Requirements**

---

One full-time Self-Government Coordinator to oversee the MNC's involvement in the inherent right discussions and the subsequent negotiation of Métis Nation self-government implementation frameworks including participation in the federal/provincial/Métis Nation and Aboriginal multilateral processes. One full-time policy analyst with experience in public sector financial systems and agreements. One administrative support person will be required.

It is to be noted that the sums involve only additional costs of hiring staff and making arrangements to implement the governance project. The estimates do not represent costs associated with the Métis governmental political structures and institutions. A separate financing arrangement would be required to operationalize the new political structures and institutions. Separate cost estimates have been prepared and are contingent upon the adoption of the new governmental structure in July of 1994.

## **Budget**

---

### **First Quarter**

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Constitutional Development			
Assembly to Review Inherent Right	\$80,000		
Federal/Provincial/Metis Nation Consultations	\$40,000		
Enumeration Technical Committee	\$22,000		
Communications	\$13,458		
Operations and Admin	\$15,121		
Corporate Services	\$17,451		
<b>Sub total Inherent Rights</b>	<b>\$188,030</b>		

## Second-Fourth Quarters

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Self-government Coordinator	\$59,113	\$59,113	\$59,113
Financial Systems Analyst	\$55,000	\$55,000	\$55,000
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$70,000	\$71,400	\$72,828
MNC Technical Committee on Self-government	\$80,000	\$81,600	\$83,232
Expenditure Review Analysis	\$120,000	\$120,000	\$120,000
Communications	\$38,679	\$39,453	\$40,242
Operations and Admin	\$43,459	\$44,328	\$45,215
Corporate Services	\$50,156	\$51,159	\$52,182
<b>Sub total Annual Budget</b>	<b>\$540,422</b>	<b>\$546,068</b>	<b>\$551,827</b>

---

## 5.2 HUMAN RESOURCES DEVELOPMENT

---

### Background

---

Like other Aboriginal peoples, Métis suffer from high levels of unemployment; those who do have jobs are employed predominantly in low-skill, low-paying jobs. There are tremendous social costs involved with the continuing marginalization of the Métis people in the Canadian economy: high welfare costs, low levels of educational attainment, family breakdown, etc. There is an evident need to improve access to employment opportunities for Métis people. The MNC intends over the next three years to put into place several initiatives to deal with this urgent problem.

The MNC is currently in the process of developing a Human Resources Development Plan (HRDP) for Métis people. This HRDP is expected to be completed in the second quarter of the 1994-95 fiscal year. It will have three major thrusts:

**Métis control of employment training programs for Métis:** The actions of federal and provincial governments have been completely insufficient to address the educational and training needs of Métis in Canada. The onus is now on Métis people themselves to assume responsibility for the design and delivery of programs to improve their access to employment opportunities. The new government acknowledged that existing programs had not been successful and committed itself to transferring responsibility for the control and delivery of all community development programs from bureaucrats to Aboriginal communities themselves. Accordingly, the MNC intends to seek a transfer of resources from the federal government to the MNC in order to establish a research and policy development capability in the area of human resource development at MNC headquarters. Delivery mechanisms and program operations will also have to be transferred to Métis controlled institutions in conformity with the overall HRDP.

**Employment Equity:** Barriers to employment must be removed and positive employment practices encouraged to improve the participation of Métis in the workforce as well as their occupational distribution and income levels. The federal government has enacted the *Employment Equity Act*, which applies to federally-regulated companies and Crown Corporations, precisely to help remove barriers to employment of women and minorities. Several provinces have similar legislation in place. However, although Aboriginal Peoples are usually one of the groups targeted by employment equity legislation, Métis have, up until now, been singularly disregarded in the application and implementation of employment equity legislation. The MNC proposes to reverse this situation through the appointment of Employment Equity Coordinators in each of the provinces and territories of the Métis Homeland. These Employment Equity Coordinators would be appointed as part of a special pilot project. They would deal with federal and provincial

officials, existing Aboriginal management boards, the private sector and relevant Métis groups and organizations to identify employment opportunities for Métis and to ensure that qualified Métis persons are given access to these employment opportunities.

**Coordination with Community Economic Development Initiatives:** The HRDP will call for the integrated delivery of human resources development and community economic development initiatives. Job training programs must, to the extent possible, seek to ensure that Métis persons acquire the skills necessary to fill the jobs which come available in their communities. At the same time, the higher the education and the skills available in the community, the more likely is the community to succeed in attracting the type of investment that will lead to meaningful job creation. Accordingly, the MNC proposes to integrate a job training and job placement function within the Community Economic Development pilots it intends to put into place (see the section on Community Economic Development for more details).

In order to implement the HRDP, the MNC intends to pursue meaningful modifications to the Pathways co-management system to ensure Métis interests are adequately addressed and the Pathways Partnership Principles are honoured. At the national level, the MNC intends to ensure that the Métis are equitably treated in the allocation of national policy and research funds, and will be examining how this can be established with the department. The MNC intends to end the discriminatory practise of competing for policy and research funds with other more adequately financed Aboriginal groups and will be seeking independent resources or set asides of the NAPRC budget.

## **Objectives**

---

1. To restructure the existing Pathways co-management process to make it more conducive to Métis needs and to establish more effective mechanisms to achieve the five partnership principles.
2. To increase the capacity of Métis Human resource development personnel and to assist Métis to take control over Human Resource planning and delivery.
3. To elaborate a mechanism that would enable the Métis people themselves to continually monitor and adjust a Human Resources Development Plan and integrate this plan in the context of service delivery.
4. To enhance the number of Métis in the work force, increase earned incomes and assisting Métis workforce to adjust to the emerging economy.
5. To implement employment equity for the Métis.

## **Priority Activities**

---

1. **Complete the Human Resources Development Plan (HRDP)**—Data is currently being gathered from Statistics Canada and other sources which will enable a quantitative analysis of employment trends and training needs. Research is underway to identify the most effective type of training programs to address Métis needs. Considerable attention is also being devoted to the integration of community development initiatives, designed to increase employment opportunities in Métis communities, with educational and training initiatives. This will result in the production of a draft plan which will then be the subject of public consultation.

2. **Consultation with the Métis communities and other groups to refine and operationalize the Human Resources Strategy**—Once the HRDP is drafted, Métis communities and organizations will have to be consulted on Plan recommendations. Consultations will include identification of management information systems needs to provide Métis service providers with ongoing and relevant labour market information and support services.

3. **Establish a research and policy development capability**—As a result of the HRDP process, the MNC will have to put into place a mechanism to implement the human resources development strategy and to deliver the programs. The Plan will call for establishment of a strategic planning capability and an information gathering and dissemination function to enable continual review and adjustment of Métis employment goals and programs to changing economic realities and to monitor the effectiveness of the strategy overall;

4. **Develop and implement a community development pilot projects**—The Community Economic Development pilot projects would include Human Resource planning and design functions in four centers throughout the Métis homeland. Details on the pilot projects are set out in the section on Pilot Projects and other Initiatives.

5. **Elaborate a comprehensive set of programs to implement the HRDP strategy**—Although the HRDP is not yet complete, it will be proposing a number of initiatives to help Métis people enhance their employment opportunities. The following are some of the initiatives which will likely be implemented:

- a Métis run literacy training program designed to give the least educated segments of the population the basic skills required to participate in the economy;
- a Métis operated service designed to match job training for Métis with the skills and qualifications needed by local and regional employers and industries;
- along with (b) above, a Métis operated job placement service for Métis who

successfully complete designated job training programs or who have the skills and qualifications required by local and regional employers and industries;

- a program to purchase spaces in training schools and educational institutions for eligible Métis job training candidates;
- a program to provide direct low-interest loans to Métis persons who wish to return to school, to continue with higher education, or to upgrade their skills in order to enhance their employment potential;
- a program to distribute information to Métis persons on emerging employment prospects;
- a program of curriculum development and intervention at the elementary and secondary school level to reduce the high drop-out rate.

6. **Establish Employment Equity Coordinators Pilot**—Métis Employment Equity Coordinators are to be appointed in each of the provinces and territories of the Métis homeland. Details of the pilot are set out in the section on Pilot Projects and other Community Initiatives.

### **Deliverables**

---

1. A comprehensive Human Resources Development Strategy and Plan.
2. A set of defined service intervention strategies designed by Métis to enhance Métis employment opportunities.
3. The establishment of a community development pilot project initiative (discussed under Community Development).
4. The establishment of Métis Employment Equity Coordinators in every province and territory of the Métis homeland on a pilot project basis.

### **Human Resource Requirements**

---

Three analysts are required in the central office to gather and analyze information, develop and maintain the Human Resources Department strategy and plan, liaise with local offices and disseminate employment related information, negotiate with the federal government and other organizations on the planned implementation and evaluation and monitor the effectiveness of the HRD plan.

## Budget

Activity	Year 1	Year 2	Year 3
Senior Manager/Policy Analyst	\$65,352	\$65,352	\$65,352
Economist/Statistician	\$54,151	\$54,151	\$54,151
Community Human Resource Liaison Officer	\$41,628	\$41,628	\$41,628
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$20,000	\$20,400	\$20,808
Consultation	\$20,000	\$20,400	\$20,808
Communications	\$21,338	\$21,765	\$22,200
Operations and Admin	\$23,975	\$24,455	\$24,944
Corporate Services	\$27,669	\$28,222	\$28,787
<b>Sub total Annual Budget</b>	<b>\$298,128</b>	<b>\$300,388</b>	<b>\$302,693</b>

---

## 5.3 COMMUNITY DEVELOPMENT

---

### Background

---

Currently, Métis are excluded from all federal government community economic development initiatives for Aboriginal Peoples, which are directed exclusively at on-reserve Indians and Inuit. Community economic development programs directed at the Canadian population generally are, in practice, not available to Métis. As a result, the Métis are handicapped in accessing federal business and community development programs. Unlike other Aboriginal Peoples, the Métis do not have in place community-based institutions to assist Métis take advantage of business and employment opportunities. It has been estimated that Métis people face a shortfall of at least \$168.5 million in development funding as compared to Indian and Inuit peoples.

Métis individuals and communities need to be provided with institutions capable of identifying viable investments, of developing the productive capacity of their community through appropriate investment vehicles, and of finding markets for their products. Special efforts must also be made to attract outside capital to Métis sponsored business and community initiatives. One of the principal objectives of the MNC over the next three years is to establish community level organizations to assist Métis people obtain training and take advantage of business opportunities at the local level.

Community economic development initiatives are designed to provide communities with sufficient resources to organize, plan and implement an economic develop strategy suited to their strengths and needs, rather than one designed by distant officials and operated according to inflexible guidelines. The approach is predicated on the principle of helping communities help themselves. This approach is fairly recent, but comes highly recommended by the Economic Council of Canada (see *From the Bottom Up*, ECC, 1990). In many ways, the Community Futures Program introduced by Employment and Immigration Canada (now Human Resources Canada) in 1985, but which does not, by and large, apply to Aboriginal Peoples, represents an attempt by the federal government to implement this approach in select rural and remote communities of Canada. The approach is also being implemented on some Indian reserves. The MNC considers that the approach could be further developed and applied with success to Métis communities, in both rural and metropolitan areas.

The federal government is also committed to moving towards a community economic development approach for Aboriginal Peoples. The government has indicated that the Aboriginal-controlled community development institutions are to be the main engines of economic growth in the Aboriginal community. The government is committed to expanding the network of Aboriginal controlled development institutions through the transfer of control and delivery of federal development programs to community development institutions and to ensure that these are extended to Métis people.

The community economic development program which the MNC intends to introduce would have four main components:

- **Community Economic Development Committee**—Such committees would be established in select communities to manage the program and harness the expertise of all key actors at the community level (e.g., local government officials, the Chamber of Commerce, major employers, educators, municipal officials, as well as local representatives of Métis people).
- **Business Development**—The Committee would oversee a staff with expertise in the preparation of business plans, marketing studies, accounting and bookkeeping, leasing and equipment purchasing, the preparation of financial statements, loan procurement etc., who would assist Métis persons who wish to start a business test the feasibility of their concept and secure the necessary authorizations and financing to launch their enterprise. Assistance would also be available to established businesses who wish to expand or avoid financial problems.
- **Labour Force Training**—The Committee would oversee a staff responsible for human resource development at the community level. This staff would work with local schools to ensure that more Métis complete high school, would help with career planning, and would integrate training programs with local employment opportunities. The staff would be responsible for operationalizing the Human Resources Development Plan at the community level.
- **Community Planning**—The Community Planning function would involve identifying business and employment opportunities at the local level and doing whatever is necessary to try to secure the necessary financing and investment in order to transform development ideas into reality.

Over the next three years, the MNC would seek to establish such a Community Development Program on a pilot project basis in at least four communities. Each project would require approximately six full-time staff, who would require training to perform their jobs effectively. All projects would be community based and coordinated through MNC national office. The projects would be evaluated at the conclusion of three years, and if successful, could be extended to other communities within the Métis Homeland.

## Objectives

---

1. To develop the capacity of Métis communities to take control of its economic development future.
2. To increase the number of Métis entrepreneurs and the establishment of more Métis businesses.
3. To develop the human resource potential of Métis communities and to ensure a better coordination between local employment demand and supply.
4. To increase the amount of private and public sector investment in Métis businesses and in the Métis community generally.
5. To have the means to participate in the changing Canadian economy.

## Priority Activities

---

1. Prepare a Policy Paper on Métis Community Development—As a first step, the MNC would prepare a policy paper on the need for Métis community economic development institutions, the optional ways such institutions could be established and operate, and what they would be expected to do. This Policy paper could serve as a "Green Paper" for consultations with governments and the Métis people.
2. Consultations—Following publication of the Policy Paper, the MNC would consult with governments and with provincial and local Métis associations to obtain feedback on program design and on the selection of communities for pilot projects.
3. Establishment of Community Development Committees and Staff Training—Once sites are selected, the Community Development Committees would be established and organized in each of the selected communities. Staff would be hired and trained.
4. Development of Evaluation Procedure—In concert with the Department of Industry and the Department of Human Resources Canada, the MNC would also establish evaluation criteria and procedures to gauge the effectiveness of the pilot initiative.
5. Project Implementation and Coordination—Once the Committees are in place and staff trained, the pilot projects would become fully operational. MNC national office would ensure coordination and communication between projects, access to economic development programs at the national level, and conformity with national plans, such as the Human Resources Development Plan.

## **Deliverables**

---

Development of an ongoing capacity for community and economic planning through the establishment of Métis Community Economic Development institutions.

## **Human Resource Requirements**

---

**National Office:** One full-time policy and research officer to develop a Métis community economic development program design, to compile required reports, to assist select communities set up Community Development Committees, and to coordinate the activities of the pilot projects.

**Pilot Projects:** Each pilot project would require approximately 6 full-time staff.

- One Project Manager in each location to oversee all operations.
- Two persons responsible for dealing with local and regional enterprises to ascertain their employment needs, to negotiate agreements with private and public enterprises over the placement of qualified Métis candidates, and to assist Métis job-seekers obtain employment.
- One person responsible for administering the financial assistance programs to put into place to help Métis persons continue their education.
- One person responsible for administering programs to assist Métis entrepreneurs obtain capital to launch business enterprises and to encourage entrepreneurs generally to establish in Métis communities.
- One person responsible for programs directed at Métis people to inform them of the type of jobs available in the future, of the importance of education and of continuing education, and to steer them to appropriate resources.

## Budget

---

Program development costs, including hiring of two policy and research officers, is estimated at \$300,000 per year. Funding for pilot program would have to be negotiated with the federal government once program pilot parameters are established.

Activity	Year 1	Year 2	Year 3
Community Development Coordinator	\$59,113	\$59,113	\$59,113
Community Development Pilot Manager		\$46,702	\$46,702
Admin Support	\$12,008	\$24,015	\$24,015
Travel	\$20,000	\$20,400	\$20,808
Consultation	\$20,000	\$20,400	\$20,808
Community Development Committee	\$20,000	\$20,400	\$20,808
Communications	\$12,427	\$12,676	\$12,929
Operations and Admin	\$13,962	\$14,241	\$14,526
Corporate Services	\$16,114	\$16,436	\$16,765
<b>Sub total Annual Budget</b>	<b>\$173,624</b>	<b>\$234,383</b>	<b>\$236,474</b>

Each of the pilot projects would cost approximately \$400,000 to staff and operate. The total cost of the four pilot projects would be \$1.6 million per year.

---

## 5.4 HEALTH

---

### Background

---

The Métis National Council is an active participant in efforts to address the unique health problems besetting the Aboriginal Peoples of Canada. The MNC was an active participant in the development of the report tabled with Canada's health Ministers by the Tripartite Working Group on Aboriginal Health which incorporated a broad set of recommendations eventually endorsed by Health Ministers. Métis individuals have been vocal supporters of an Aboriginal Health policy developed by and for Métis a position endorsed by the Government of Canada. The MNC, in conjunction with the Royal Commission on Aboriginal Peoples has also developed the most comprehensive health report on Métis health conditions ever produced. However, much more needs to be done.

The government has also made a commitment to establish a comprehensive Aboriginal health policy developed by and for Aboriginal Peoples. The government proposes a partnership with Aboriginal Peoples to provide Aboriginal communities with the tools and resources to tackle acute health problems. The government proposes an integrated approach to dealing with physical and mental health issues and incorporating traditional healing methods. Moreover, the government has committed itself to tripling the number of bursaries and scholarships and make them accessible to all Aboriginal Peoples.

The government has also committed itself in the Speech from the Throne to initiate an early intervention Head Start Program for Métis and other off-reserve Aboriginal children. The government's commitment is for the initiative to be designed and controlled by Aboriginal People at the community level.

In addition to the development of an Aboriginal health policy, the government has also made a commitment to strengthen Canada's health care system and is in the process of establishing a national forum Chaired by the Prime Minister. A renewed focus on women's health, preventative care for healthy babies, targeted initiatives on the prevention of smoking, the maintenance of the Senior Independence Program initiatives, brighter futures, family violence and a myriad of other health initiatives require input from Métis in a cost effective and coordinated manner.

### Objectives

---

1. Implementation of recommendations in the Federal/Provincial/Territorial/National Aboriginal Organizations Working Group on Aboriginal Health Report to the Ministers of Health and National Aboriginal Organizations.
2. Build a knowledge base concerning health/social issues affecting Métis people.

3. Strengthen the network of Métis leaders, community representatives and health/social service providers.
4. Participate in the development of an Aboriginal Health Policy including a distinct component relating to Métis health.

### **Priority Activities**

---

1. Compiling and disseminating current information on Métis health status, programs, services and delivery mechanisms, and health reform strategies among Métis organizations, government departments and Métis-service delivery organizations.
2. Identifying and liaising with governmental and non-governmental programs and organizations concerned with issues affecting Métis health.
3. Cooperating with other national Aboriginal organizations to share information and to discuss common interests and strategies.
4. Representing the MNC on committees and task forces and at consultations to ensure that Métis health issues are addressed.
5. Pursuing national funding for and coordination of special community based projects in health/social issues that affect Métis people.
6. Creating an inventory of Métis-specific and general community health initiatives and services for Métis people and circulating this information to provincial, territorial regional and local Métis organizations and assisting them to access these resources.
7. Conducting consultations with the Métis community.
8. Encouraging and assisting research bodies to undertake Métis health research and needs assessments.
9. Holding a Métis health conference bringing together Métis political leaders, community representatives and service providers to exchange information and resources, and to discuss a national Métis health policy.

### **Deliverables**

---

1. Development of an implementation plan for the Tripartite Working Group Report.
2. Development of an Aboriginal Health Policy with a distinct component

- relating to Métis.
3. Communications and information materials directed at Métis.
  4. Inventory of federal and provincial health related programs and strategies to increase Métis access.
  5. Métis Conference Report.
  6. An inventory of Métis people involved in the health field.

### **Personnel Requirements**

---

Two full-time senior policy advisors to research and direct operations in the health area. The Health Coordinator will be responsible for the management of the entire health sector including the supervision of the Head Start Pilot Project initiative in the first year. One Community Liaison Project Officer is required to facilitate Métis involvement at the regional, provincial and local levels in the development of an Aboriginal Health Policy. This proposal does not include the costs associated with regional health professionals in each of the MNC member associations and a separate budget will be submitted for this purpose.

### **Budget**

---

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Health Coordinator	\$59,113	\$59,113	\$59,113
Health Policy Advisor	\$50,388	\$50,388	\$50,388
Community Liaison Project Officer	\$41,628	\$41,628	\$41,628
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$30,000	\$30,600	\$31,212
Consultation	\$70,000	\$71,400	\$72,828
Metis Health Conference		\$140,000	
Communications	\$26,067	\$26,588	\$27,120
Operation and Admin	\$29,299	\$29,885	\$30,483
Corporate Services	\$33,813	\$34,489	\$35,179
<b>Sub total Annual Budget</b>	<b>\$364,323</b>	<b>\$508,107</b>	<b>\$371,966</b>

---

## 5.5 HEAD START

---

### Background

---

Poverty and discrimination have debilitating effects on children and on their opportunities in life. Aboriginal people are among the poorest people in Canada; their communities, languages, cultures and lifestyles have been subject to discrimination and systematic erosion for generations. This has left a legacy of broken communities, broken homes, broken dreams and general despair, which has seriously impaired the sense of self-worth and normal childhood development of far too many Aboriginal children.

The government committed itself to introducing an Aboriginal Head Start Program to rectify some of the disadvantages confronting Aboriginal children and to give them a better chance—a head start—in life. Modeled on Head Start programs successfully operating in the United States since the 1960's, this Aboriginal Head Start program would provide child care, nutritional counselling for parents and help for pre-schoolers to develop interaction skills. The government acted on its election promise in the Speech from the Throne and in its February 1994 Budget. An Aboriginal Head Start Program will be established on a pilot project basis for Aboriginal Peoples off-reserve who live in urban centres or large northern communities, and will be directed principally at Aboriginal children between 3 and 5 years of age. Funding for this program is expected to be \$10 million in the first year, \$20 million in the second, \$30 million in the third and up to \$40 million in the fourth year of operation.

Presumably, this funding will be made available to each of the off-reserve Aboriginal peoples roughly in the same proportion as they represent of the total off-reserve population. According to APS data, Métis represent approximately 30% of the off-reserve population nationally, and on the Prairies, they represent closer to 50% of the total off-reserve Aboriginal population. The MNC expects that Métis communities will be provided with their fair share of available resources for this new pilot initiative.

The MNC welcomes this important federal initiative, and looks forward to working closely with federal officials to implement this community based program for Métis people. It is critical, however, to ensure that the program fully respects the unique history and culture of each of Canada's three Aboriginal Peoples, including the Métis people. The Red Book promises that the Aboriginal Head Start Program will "incorporate a cultural and language component", and the MNC believes this can only be done by having Métis communities run their own Head Start program. The government's commitment is for the initiative to be designed and controlled by Aboriginal people at the community level.

To this end, the MNC submits this proposal to Health Canada for a Métis Head Start Program, with pilot projects in the major cities of the Métis Homeland. Since it is imperative to establish this program as quickly as possible, the MNC would hope to

have the program in place this year. However, it is very important to hold community consultations on program design prior to the submission of a final proposal to Health Canada; moreover, consultations will have to be held with Métis locals, provincial associations and existing service delivery agents, as well as with groups such as Friendship Centres, to identify persons who could lead the establishment of Métis Head Start programs in each designated center. Consultations on program design and start-up must be conducted by Métis themselves, and should be completed over the course of the summer of 1994. It is the MNC's intention to do everything possible to have the initial pilot projects for this program open for operation by November 1994. The program would be expanded in the subsequent two years, building on the experience of previous years, to reach as large a number of Métis children and parents as possible.

### **Objectives**

---

1. To meet the educational needs of Métis children between the ages of 3 and 5.
2. To provide a comprehensive health care program—medical, dental, mental health and nutritional services—for Métis children between the ages of 3 and 5.
3. To involve Métis parents in parent education and to involve them in the operation of the Program.
4. To identify the Métis families in need to ensure their children are not deprived of basic pre-school needs, and to refer them to agencies that can assist them, if necessary.
5. To provide a venue for expressing community concerns in regard to families and children.
6. To provide professional development opportunities for Head Start staff.
7. To develop a networking system with other national and international Head Start organizations.
8. To provide a qualitative and quantitative process for evaluation of the Métis Head Start Program.

### **Major Activities**

---

**Consultation on Program Design and Implementation Phase**—The MNC proposes to hold consultations with the Métis community on the design and implementation of the Head Start program for Métis over the course of the summer of 1994. Consultations will involve discussing with Métis locals, provincial MNC affiliates,

Métis women's groups, and existing service delivery agents in major urban centers of the Métis Homeland the way a Métis Head Start program should be organized, the number and location of pilot projects that should be developed, curriculum and staffing needs, etc.

Consultations would at the same time identify persons in each community who could take charge of pilot projects, raise the interest of parents in the program, identify the families and the children who could be enrolled in the pilot projects in the first year of operation, make initial selection of personnel to staff the pilot projects and ensure they receive required training, and examine the curriculum needs of the proposed pilots. To accomplish all these objectives as rapidly and as democratically as possible, the MNC will require the immediate nomination of a Coordinator on a full-time basis, assisted by a person in each of the major urban communities of the Métis Homeland. This group would have to meet at least three times in a central location in Western Canada and would be responsible for designing the program, consulting with local groups, and start-up of the pilot projects.

**Establishment of a National Métis Coordinating Committee**—Assuming it meets with the approval of local Métis communities, the MNC would propose to establish a national Métis Head Start Coordinating Committee as quickly as possible. The Committee will be responsible for overseeing the Aboriginal Head Start program for Métis; will assist local communities with information and technical assistance to start-up and operate local Métis Head Start programs; will serve as a central purchasing agent for certain equipment and supplies for all pilot projects; will provide a national coordination and clearing house service for local community associations in each of the proposed pilot projects; will be responsible for developing an evaluation framework and for assisting local projects and Parents' Councils gather data on a continuing basis required to evaluate the effectiveness of the program; will maintain contacts with other Head Start Associations in Canada and abroad; and will advocate the interests and defend the needs of Métis children and families at the national level.

**Establishment of Pilot Projects**—Assuming it meets with the approval of the consultation process, the MNC intends, in the first year of operation, to establish up to eight Métis Head Start pilot projects. Based on the experience of similar programs in the United States, each pilot project would have two classes of a maximum of 20 children between 3 and 5 years of age providing child care and educational training for 35 weeks. Child care providers will be provided with special training prior to the opening of the projects. Building on this experience, pilot projects could be extended in Years 2 and 3 to other urban communities with significant Métis populations, and/or the initial pilots expanded to care for a larger number of children.

**Establishment of Parents' Councils**—Assuming it meets with the approval of the consultation process, each pilot project would have a local Parents' Council, modeled on similar Parents' Councils in the United States, which will be

responsible for managing the local project.

**Special Projects**—Given the importance of using teaching materials sensitive to Métis culture and heritage, the MNC places a priority on the development of appropriate teaching materials and teaching aides. The Métis Head Start Coordinating Committee could be made responsible for overseeing the development of curriculum materials and teaching aides geared to Métis culture and heritage, since these do not currently exist. Among other things, a series of videos on child care for Métis children could be produced and used in the pilot projects. These could also be more widely disseminated to parents and caregivers in other communities of the Métis Homeland.

**Development of an Evaluation Framework**—The Aboriginal Head Start Program is an experimental program whose effectiveness will have to be evaluated at some point. The MNC would propose to build in an evaluation framework and methodology from day one in order to ensure that the scientific data required to evaluate the program will be gathered in a systematic fashion as part of the everyday operations of each pilot project. Since it is important to have some consistency between projects in evaluating information and procedures, the Coordinating Committee would be responsible for developing, in cooperation with local Parents' Councils and federal officials, an evaluation framework in the first year of operation and for gathering relevant data in a central location for evaluation purposes. This would also enable the program to gather information on the experiences and problems of the different pilot projects and to adjust as need be to what works and what does not work. As is done in the United States, each Head Start Program, including the Métis Head Start Program, would be responsible for conducting its own program evaluation.

## **Deliverables**

---

1. Development of a Métis Head Start Program including:
  - selection criteria;
  - quality standards;
  - mechanisms for local and parental inputs and participation.
2. Establishment of a Métis Head Start Coordinating Committee.
3. Implementation of pilot projects in urban centres in the Métis Homeland.
4. Development of Métis sensitive curriculum and teaching aides.
5. Elaboration of an evaluation framework and procedure.

## **Personnel Requirements**

---

The project will require a full-time Project Coordinator and a consultant to assist in the development of the terms of reference to the pilot and the pilot design. The Project Coordinator will be responsible for conducting the consultations and identifying individuals to sit on the Coordinating Committee.

## **Budget**

---

The budget below includes the costs of consultations and the staff requirements to get the Head Start initiative off the ground and operating. The ongoing costs relate to the ongoing costs of the MNC's continued involvement. A separate budget in the next section of this submission outlines the costs of conducting the pilots as described above.

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Head Start Coordinator	\$59,113	\$59,113	\$59,113
Community Liaison Project Officer	\$40,776	\$50,388	\$50,388
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$25,000	\$25,500	\$26,010
Start Up Consultations	\$60,000	\$61,200	\$62,424
Communications	\$19,798	\$20,194	\$20,598
Operation and Admin	\$22,245	\$22,690	\$23,144
Corporate Services	\$25,673	\$26,186	\$26,710
<b>Sub total Annual Budget</b>	<b>\$276,620</b>	<b>\$289,286</b>	<b>\$292,402</b>

---

## 5.6 JUSTICE

---

### Background

---

The Métis National Council has established a Justice Secretariat to identify priorities, develop policies and establish culturally acceptable standards for the ongoing process of reforming the Canadian justice system. The Secretariat is interested in conducting consultations, research and policy development geared towards developing alternatives to the existing justice system. It is expected that the Secretariat will develop models for community-based justice initiatives; establish resources and expertise to support Métis communities in devising community responses to justice issues; and increase Métis awareness of the operation of the Canadian justice system.

The MNC has sponsored two conferences in the criminal justice area. The first conference brought together Métis police officers to examine law enforcement issues affecting the Métis and identified the need for a comprehensive examination of policing issues affecting Métis individuals and the Métis community. Conference participants identified the need for a Métis Policing Task Force composed of municipal and provincial forces to carry out this work.

The second conference brought together Métis lawyers involved in a broad range of disciplines within the legal community. This conference and individuals who subsequently formed the Métis Nation Lawyers Association and the Métis Justice Secretariat focused upon the larger structural issues relating to Métis participation in the administration of justice. A broad range of suggestions for Métis involvement in the justice system were put forward. Many of these issues require further analysis and follow up with a wide variety of institutions and agencies before being accomplished. Accordingly, an ongoing Métis National Justice Secretariat was identified as a possible vehicle to pursue these structural changes over time.

The new government has recognized that there is a clear consensus from all the studies to date that change is needed and it has committed itself to major reforms to the present justice system. The government has identified Aboriginal justice issues as a priority and is prepared to consider alternative justice systems and to maintain support for innovative alternative justice projects.

### Objectives

---

1. Promote education and research on enhancing Métis participation in the justice system and to sensitize the justice system to the needs and aspirations of the Métis.
2. Establish and promote Métis legal associations and institutions in the justice area.

3. Enhance Métis participation in the administration of justice including the investigation and research into alternative justice models.
4. Explore and promote traditional and contemporary notions of Métis justice.
5. To take control over Métis-specific justice related programs and services.
6. To create a Metis Nation legal education, advocacy and action fund.

### **Priority Activities**

---

1. To facilitate the establishment of the Métis Policing Task Force and to define and implement the Task Force workplan.
2. To determine the feasibility of engaging the Métis Senate in the establishment of Métis sentencing circles.
3. To increase the number of Métis Justice's of the Peace.
4. To examine the feasibility of a Métis controlled justice institute including exploring alternative sources of funding.
5. To examine the feasibility of devolving the Aboriginal Scholarship program currently operated by the Department of Justice to a Métis controlled justice institute or agency.

### **Deliverables**

---

1. Production of a Métis community policing strategic directions paper including recommendations concerning policing strategies for predominately Métis communities in rural areas as well as in larger urban centres.
2. Production of a Métis sentencing circle pilot project design and strategy involving Métis Senators and elders including the publication of possible guidelines and action plan to assist Métis communities to take part in such projects.
3. Identification of Métis professionals and para-professionals involved in the justice area.
4. Completion of the Métis National Justice Report including the design, mandate structure, composition, policy framework and governance of a Métis Justice Secretariat.
5. The preparation and distribution of legal education materials pertaining to Métis rights including the first volume of the Metis Nation Law Journal.

## **Personnel Requirements**

---

Under the general direction of the Secretariat, this project requires one senior level individual with a legal background and one research coordinator/assistant to assist in the coordination of the overall activities of the Secretariat.

One senior Police officer (50% cost shared with the RCMP) will be seconded to head up the Task Force (it may also be co-chaired by an OPP officer if a secondment request is successful).

## **Budget**

---

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Justice Coordinator/Analyst	\$61,450	\$61,450	\$61,450
Researcher/Coordinator	\$55,000	\$55,000	\$55,000
Police Officer (1/2 PY)	\$35,000	\$40,000	\$40,000
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$10,000	\$10,200	\$10,404
Consultation Secretariat	\$35,000	\$35,700	\$36,414
Task Force Travel	\$40,000	\$40,800	\$41,616
Communications	\$24,468	\$24,957	\$25,457
Operations and Admin	\$27,736	\$28,291	\$28,857
Corporate Services	\$32,009	\$32,649	\$33,302
<b>Sub total Annual Budget</b>	<b>\$344,678</b>	<b>\$353,062</b>	<b>\$356,514</b>

---

## 5.7 SOCIAL POLICY REFORM

---

### Background

---

The federal government is proceeding with a thorough review of Canada's social programs, including Unemployment Insurance, the Canada Assistance Plan (welfare), and the post-secondary education component of Established Programs Financing (EPF). To ensure Métis interests are addressed in the overall process, the Minister has requested the assistance of the MNC in the reform process. The review is expected to produce major policy results within the next two years.

Although Métis form a relatively small proportion of Canada's population, Métis will be inordinately affected by the results of the policy review. Like other Aboriginal Peoples, the Métis have a large percentage of their population on welfare (25%-38%); they suffer from high levels of unemployment; and they are less likely than other Canadians to have completed high school or have gone to university. Income security programs have therefore come to play a very important role among the Métis, as they have for other Aboriginal Peoples.

The reform of the social security system as it affects Métis should be based on a sound analysis of the extent and nature of dependency which currently exists. Only in this way will it be possible to design program responses that have a chance of rectifying the situation without creating greater social injustice. The MNC wants to ensure that the reforms do not simply result in reduced unemployment insurance and welfare benefits, or make it more difficult to access income security programs, or oblige Métis welfare recipients to take low-paying jobs.

The MNC believes that a revamping of Canada's income security programs to provide income security recipients with the means to improve their job skills and their employment potential could prove of great benefit to Métis if it succeeds in enabling more Métis to integrate the job market or to find jobs in their communities. The MNC consider it important to break the cycle of poverty and dependency and this must be done in a socially responsible manner and in full recognition of Métis rights.

Self-government also becomes an issue in such a thorough and wide-ranging review of Canada's social programs. As a general principle, Métis governments should be responsible for the design and delivery of social programs to Métis people. Self-government can nurture self-reliance if it is done in a way to provide Métis institutions with real responsibility to manage budgets and programs.

Over the next three years, the MNC proposes:

- a) to intervene in the social policy review to represent the interests of the Métis;
- b) to explore the extent and the causes of dependency among Métis people and the type of programs and interventions necessary to reduce

- dependency;
- c) to examine, in this context, the feasibility of transferring social policy, program and delivery responsibilities to Métis institutions; and
  - d) to develop the structures and mechanisms required to enable Métis institutions to assume greater responsibility for the design and delivery of social programs to the Métis.

## **Objectives**

---

1. To reduce the dependency of Métis people on the social delivery systems.
2. To increase the number of Métis in the workforce.
3. To develop new and more effective methods for delivering and managing the social delivery systems through enhancing Métis participation.
4. To sensitize current delivery systems to Métis needs and aspirations.

## **Priority Activities**

---

1. **Initial Review**—To ensure Métis concerns are addressed in the policy review, the MNC will be preparing briefings for public consultations associated with the policy review, and will intervene as appropriate to represent the interest and concerns of the Métis people. This will involve a preliminary review and analysis of the reform proposals and their implications for the Métis.
2. **Consultation**—Given the scope and importance of the review, the MNC proposes to consult thoroughly with its membership in developing its policy response. Consultations will include holding public meetings with the membership of the associations and with the Métis community generally. This will include using "focus groups" made up of Métis on welfare, Métis not on welfare, and outside experts to gauge Métis opinion on the subject and to identify the major issues involved.
3. **Dependency Study**—The MNC intends to undertake a study on the level of dependency among Métis and the reform measures required to reduce dependency and enhance self-reliance. Accordingly, the MNC intends to embark upon a research program designed to provide accurate information to all policy-makers on the extent to which Métis use the current social security system, with a view to quantifying the extent and nature of Métis dependency on that system. This research would involve:
  - a review of all available data, particularly quantitative data, on Métis use of social security programs (e.g., APS, provincial welfare statistics, etc.)

- a stratified random survey of Métis households to collect relevant information not otherwise available on the nature and extent of Métis dependency on income security programs;
  - development of appropriate policy conclusions and suggested policy reforms.
4. **Feasibility of Transferring Responsibility for Social Programs to Métis Institutions**—Among the options to be considered is that of transferring more responsibility to Métis institutions for the development and implementation of social policy and programs affecting their own peoples. The MNC intends, over the next three years, to give more precision to this general objective by examining which elements of social policy and programs could most effectively be transferred to Métis government institutions and how this could be done. The study would proceed in three stages:

**Stage I—Identification of Social Policy Sectors** which could most effectively be transferred to Métis institutions. This would involve the development of criteria to judge the effectiveness of transferring social policy areas to Métis institutions and a review of all social policy fields to determine how they measure up against these criteria. The result would be the identification of those policy sectors which could be eligible for jurisdictional transfer.

**Stage II—Development of Transfer Models.** This would involve studying how the eligible social policy areas could be transferred to Métis institutions. This part of the study would have to consider variables which are not strictly related to social policy, such as government financing arrangements, tax structure, and the evolution of self-government institutions for Métis. It would result in the development of several coherent models of the scope and mechanisms of jurisdictional transfer.

**Stage III—Consultations.** Based on the feasibility study results, the MNC would conduct extensive consultations within its own constituency to gauge public attitudes and public preferences regarding the transfer of social programs to Métis institutions. The results of these consultations, together with the feasibility studies themselves, would be communicated to federal and provincial governments.

**Stage IV—Establishment of Structures to Enable the Transfer of Social Policy Responsibilities to Métis Institutions.** Over the course of the next three years, the MNC would put into place a structure to enable the MNC to intervene effectively in social policy debates. This would involve the establishment of a social policy development unit within the MNC.

## **Deliverables**

---

1. Position Paper on Federal Social Program Reform for input into the federal consultation process.
2. A survey measuring dependency among Métis.
3. Policy and Program Responses to enhance self-reliance among Métis.
4. Feasibility Study of transferring social programs to Métis Institutions.

## **Personnel Requirements**

---

The MNC requires three full-time persons to undertake the work plan associated with the social policy portfolio. A senior Policy Analyst will be responsible for ensuring effective Métis input into the reform process. The project manager will be responsible for developing and managing the feasibility study and the dependency survey. It is expected that the survey and dependency study will be contracted out to competent professionals. However, the development of MNC position papers, the conduct of consultations and the gathering and analysis of information relevant to Métis interests in social policy will be undertaken by MNC personnel.

## **Budget**

---

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Senior Policy Analyst	\$65,000	\$65,000	\$65,000
Project Manager	\$55,000	\$55,000	\$55,000
Administrative Support	\$12,008	\$24,015	\$24,015
Travel	\$10,000	\$10,200	\$10,404
Survey of Métis Dependency on Income Assistance	\$50,000	\$200,000	
Social Assistance Devolution Feasibility Study	\$50,000	\$100,000	\$100,000
Consultation	\$20,000	\$20,400	\$20,808
Communications	\$24,831	\$25,328	\$25,834
Operations and Admin	\$27,900	\$28,458	\$29,027
Corporate Services	\$32,199	\$32,843	\$33,500
<b>Sub total Annual Budget</b>	<b>\$346,938</b>	<b>\$561,244</b>	<b>\$363,588</b>

---

## 5.8 HOUSING

---

### Background

---

At the national level, Canada has been remarkably successful in ensuring that its population enjoys one of the highest standards of housing in the world. The actions of the federal government since the end of the Second World War to make home ownership accessible to a greater number of Canadians, in particular, through CMHC mortgage insurance, has paid enormous dividends. As of 1991, 62% of Canadian households are home-owners, and approximately 49% of these households are now mortgage-free, which significantly reduces housing costs. For several decades, the federal government was also committed to ensuring that low-income households could access adequate and suitable housing at affordable cost. Over the years, it helped build over 600,000 social housing units in Canada designed primarily to house families and persons in need. Today, only 12.2% of Canadian households are still considered to be in "core housing need", as that term is defined by CMHC.

Aboriginal Canadians have benefited from past federal government social housing programs, but not nearly to the extent as other Canadians, and certainly not in a measure necessary to deal with the size of the housing problem facing Aboriginal communities. Largely because the extent and depth of their housing needs were greater than those of the overall population, federal housing programs have not been nearly as successful at eradicating poor housing conditions among Aboriginal Peoples as for other Canadians. Close to one in three Aboriginal households is still classified as in "core housing need", and the incidence of inadequate housing is considerably higher among Aboriginal Peoples than among Canadians generally. The termination of most federal social housing programs by the previous government has consequently had a particularly severe impact on efforts to improve housing conditions of Aboriginal Peoples.

The new government has acknowledged that "Aboriginal peoples are suffering an extreme housing crisis." The government has reinstated two federal social housing programs canceled by the previous administration: the Residential Rehabilitation Assistance Program (RRAP) for Home-owners and the Emergency Repair Program (ERP). As for the Aboriginal housing crisis, the government proposes to "work with Aboriginal peoples to develop an approach to housing that emphasizes community control, local resources, and flexibility in design and labour requirements" and that it would "bring together Aboriginal leaders, business and investment leaders, and other levels of government to define the appropriate legal instruments that will provide the security of repayment necessary to encourage private-sector financing to meet the need for housing." Rather than re-institute social housing programs, the new government policy seems to be relying primarily on the development of innovative housing finance instruments to deal with Aboriginal housing needs.

The MNC is concerned that the extreme housing conditions of Aboriginal Peoples in general and Métis peoples in particular are being overlooked in the general move to abandon federal social housing programs. Something must be put into place to assist Aboriginal peoples alleviate their housing crisis. The MNC is already working on producing alternative program responses (see Housing Policy Paper submitted to CMHC). It is keenly interested in developing innovative housing finance instruments that would allow more Métis to access adequate housing at reasonable costs, but it is also aware that those most in need, such as the homeless, will likely require a subsidy program of one kind or another. Over the next three years, the MNC hopes to develop, in conjunction with the federal government and the provinces, new programs to address the housing needs of the Métis people which would replace and improve upon the programs of the past.

### **Objectives**

---

1. To document the housing needs of the Métis people.
2. To establish policies and programs, in conjunction with the federal government, that would effectively address the housing needs of the Métis people.
3. To enable Métis non-profit corporations to continue to make new commitments, despite the federal government social housing cut-back.
4. To put into place financial instruments and programs to assist a greater number of Métis to access home ownership.

### **Priority Activities**

---

1. To complete the housing needs study commissioned by CMHC—The MNC is in the process of completing a preliminary study of Métis housing needs for CMHC.
2. To examine innovative ways of allowing existing Métis non-profit housing corporations to maintain new commitments—In the absence of federal and provincial funding for new social housing commitments, ways must be found to allow established non-profit corporations to find other sources of financing and other ways to meet social housing needs (e.g., tax free bonds, as in the United States; greater reliance on using existing rather than new housing for new social housing commitments). Among other things, consideration will be given to examining the transfer of the administration of the entire native housing portfolio, much of which is not currently rent geared to income, in order to expand the amount of social housing available to needy families.

3. To examine innovative housing finance instruments to enable more Métis households to access home-ownership (e.g., self-help, "sweat-equity", Métis Housing Trust combined with shared-equity mortgages, etc.)—In the long run, home ownership reduces housing costs, and it would therefore be important to encourage home-ownership among Métis to reduce dependency on state funding in old age.
4. To examine how available resources should best be targeted for Métis in extreme housing need—A significant segment of the Métis population is too poor to afford adequate housing and remains in need of special assistance (e.g., the homeless, battered women etc.) or lives in areas of Canada where costs of adequate housing remains very high relative to incomes (e.g., the North, rural and remote areas). Special programs must be put into place to address these problems.
5. To communicate with federal officials and to lobby the federal government on housing matters and policies affecting the Métis—Given the current state of housing programs at the federal level and the urgent needs of the Métis for assistance with their housing requirements, the MNC must take a lead role in communicating its concerns to the federal government in the hope of obtaining some action.

### **Deliverables**

---

1. Updated Métis Housing Needs Study.
2. Proposals for innovative housing finance mechanisms to alleviate the Métis housing crisis.
3. Effective proposals to replace and update Métis social housing programs.

### **Personnel Requirements**

---

Most of the work to be undertaken can be contracted out on an as needed basis. The knowledge to complete the bulk work is too specialized to be generated in-house. However, it would be important to have at least one senior officer within the MNC responsible for the development and coordination of housing policy in order to allow the MNC to build expertise and continuity in the housing field. This MNC official would also act as the main conduit between the MNC and other federal officials on a day-to-day basis.

## Budget

---

Activity	Year 1	Year 2	Year 3
Housing Project Coordinator	\$59,113	\$59,113	\$59,113
Travel	\$10,000	\$10,200	\$10,404
Financing Study and Professional Services	\$40,000	\$40,000	\$40,000
Consultation	\$20,000	\$20,400	\$20,808
Communications	\$12,236	\$12,481	\$12,730
Operations and Admin	\$13,749	\$14,024	\$14,304
Corporate Services	\$15,867	\$16,184	\$16,508
<b>Sub total Annual Budget</b>	<b>\$170,965</b>	<b>\$172,402</b>	<b>\$173,868</b>

---

## 5.9 ROYAL COMMISSION ON ABORIGINAL PEOPLES

---

### Background

---

The MNC has worked closely with the Royal Commission on Aboriginal Peoples to assist the carrying out of its mandate. To facilitate this work, the Royal Commission and the MNC signed a Memorandum of Understanding which establishes an ongoing process of consultation and outlines joint efforts to facilitate the work of the Commission. The Memorandum has resulted in effective dialogue during the public hearing and initial research phases of the Commission's work.

The Commission is now entering into the stretch run in its mandate. The Commission is in the process of analyzing and synthesizing its volumes of contracted research projects and the unprecedented number of written and oral briefs from the public consultation process. The end products of this synthesis will be a series of fourteen integrated policy papers to be used as the basis for preparing the Commission's final report expected at the end of this fiscal year. While the MNC was provided with resources under the RCAP Intervenor Participation Program for the initial phases of its work, the MNC and all other Aboriginal groups do not have the fiscal or human resource capacity to liaise with the Commission as it proceeds into the most critical phase of its mandate.

The Royal Commission has taken the enlightened position early in its mandate to ensure that Aboriginal people are fully involved in this process and has assured Aboriginal people and all Canadians that their policy process will be open and that its final recommendations will have been discussed with all affected parties before the final report is released.

### Objectives

---

1. To assist the Royal Commission complete its mandate in a timely manner by providing the Métis Nation's advice and comments upon the Commission's research and policy development processes.
2. To ensure that the Royal Commission has obtained the views of the Métis Nation on its proposed policy directions and recommendations.
3. To ensure that the Royal Commission Final Report adequately addresses and understands the needs and aspirations of the Métis Nation and reflects these in each of the sixteen areas of its mandate.
4. To ensure that the Commission fully addresses those areas of its mandate dealing specifically with the interests of the Métis including the historical interpretation and application of the federal responsibility under Section 91(24) of the *Constitution Act, 1867*.

## **Priority Activities**

---

1. Review each of the Royal Commission research papers that impact upon Métis directly or indirectly to determine whether Métis interests have been addressed and to provide the Commission with Métis views on the research papers before they are published.
2. Review each of the Royal Commission policy directions papers to ensure the Commission has the views and concerns of the Métis Nation.
3. Facilitate Métis Nation participation by coordinating MNC Executive and the RCAP/Métis Nation Advisory Committee input into the work of the Commission.
4. Briefing MNC Executive members and Member associations on the activities of the Commission and obtaining their views on the proposed policy directions and recommendations of the Commission.

## **Deliverables**

---

1. A Royal Commission Final Report that reflects the historical treatment of Métis people and provides recommendations to the Métis Nation and the governments of Canada for cultural, economic, social and political development of Métis people and the Métis Nation.
2. A Royal Commission Final Report that is understood by Métis people and one that the Métis people will support and work to implement after the completion of the Commission's work.
3. The deliverables will include briefing notes and a commentary on the Commission's research papers, policy directions and proposed final recommendations.

## **Personnel Requirements**

---

The organization of this activity will require a senior level multi-disciplinary policy analyst. The senior level policy analyst will be responsible for preparing the briefings and written responses to the Royal Commission in consultation with the Métis National Advisory Committee. The analyst will be expected to draw upon the expertise of other staff members for specific policy directions.

**Budget**

---

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
RCAP Co-ordinator and Liaison	\$65,000		
Travel	\$5,000		
Communications	\$6,634		
Operations and Admin	\$7,454		
Corporate Services	\$8,603		
<b>Sub total Annual Budget</b>	<b>\$92,691</b>		

---

## 5.10 CULTURE AND ARTS

---

### Background

The Métis National Council and the Métis Interlocutor commenced a joint workplan on a range of priority cultural issues identified by the MNC in the 1993/94 fiscal year. Among the projects undertaken is the commencement of a Master Plan for the establishment of a Museum of the Métis and an exploration of the needs of the Métis cultural community. The MNC intends to continue to focus on the promotion of Métis culture by pursuing three major cultural initiatives in the next fiscal year. Initiatives will include preparatory work for the establishment of the Museum of the Métis, promotion of Métis cultural interests within the arts community and undertaking genealogical research on Métis history.

### Museum of the Métis

The MNC commissioned a study on the feasibility of creating a Museum of the Métis in the 1993/94 fiscal year. The Master Plan, the result of extensive consultations with the Métis community and with potential collaborators is in the final stages of completion. The Phase One Report recommends that the institution should be developed by and operated by Métis and should be directed at both Métis and non-Métis. The institution should preserve and promote Métis heritage and traditions and reflect the evolving Métis culture of today and tomorrow. It is expected that the institution will generate its own revenues through the sale of goods and services to visitors with the eventual goal of being self-sufficient. To achieve this objective, The Forks historic site in Winnipeg has been identified as a potential location. The study team believes the Museum could be developed over a three year period. The MNC intends to assist in making the Museum a reality in the next three years.

### Promotion of Métis Culture

The MNC intends to focus further attention on the Canadian cultural establishment and Métis access to its various institutions and agencies. Efforts will be undertaken to promote the rich history, culture and art forms of the Métis. The MNC intends to undertake dialogue with the Canada Council to broaden the mandate of its First People's Advisory Committee to ensure that Métis can take charge of the future development of their own artistic practices. This will include increasing Métis involvement in jury selection, increased training of Métis in arts administration (interns), increasing support and professional development opportunities for Métis artists.

The MNC also intends to promote Métis historical and cultural societies, dance groups, and artisans across the Métis Homeland. These groups have much to offer the Métis and Canadian society as a whole and deserve support to bring their rich art forms to a larger stage. Finally, the MNC intends to pursue the production of a commemorative stamp and coin to celebrate Métis heritage.

### Métis Genealogical Research

The MNC has identified the need to explore the development of a user-friendly genealogical database to identify the people of the Métis Nation. The database will promote a sense of Métis identity and assist Métis individuals strengthen their family relationships. The genealogical research entails building upon the seminal work undertaken by Professor Doug Sprague in his work "the Genealogy of the First Métis Nation". Essentially the proposal is to examine data systems as well as archival and historical records that identify Métis people. Many of these records are already in the public domain and will eventually be stored and analyzed by computers. To ensure this is accomplished in a cost effective manner, a further examination of the existing databases is required.

The project might be envisioned as a collective social biography of the Métis Nation. Data collected by Sprague, the Métis in Saskatchewan and the data collected by Tough and Dorion in 1993, will enable the development of a prototype of a Métis Historical Registry. This prototype entails: establishing computerized data forms for entering data; organization and merging of information into the master historical registry; construction and verification of nominal data structures and the establishment of end user access or queries.

Essentially, the records serve both the collective interests of the Métis Nation and *bona fide* individuals claiming identity or citizenship. In fact, if such a historical and archival data set was in existence, a more precise view of the history and geography of the Métis Nation would be available to those attempting to select the most appropriate methods to enumerate the Métis Nation. For example, maps showing information for different years, could be generated to display the locations of the Métis population and their dispersion following the implementation of the *Manitoba Act* and the *Dominion Lands Act*.

### Objectives

1. To strengthen and promote Métis heritage and traditions and to educate all Canadians on the rich history of the Métis Nation.
2. The creation of a Museum of the Métis to provide a vehicle for telling the story of the Métis people from a Métis perspective.
3. To preserve, protect, interpret, celebrate Métis culture and to provide an environment to sustain and strengthen Métis identity and culture.
4. To strengthen the sense of Métis identity by assisting people to understand the impact of the Métis diaspora and the impact on Métis families and communities.

## **Priority Activities**

---

1. Identification of the tax and legal structure of the Museum including identifying individuals to sit on the Board of Governors and to assist in fundraising activities.
2. Identification of the Director/Curator, architectural consultant team, and the exhibit design team to oversee the design of the building and its initial exhibit.
3. Identification of funding partners.
4. Developing a working relationship with Canada's cultural institutions and agencies including the development of a discussion document outlining the level of Métis involvement in the culture and arts areas and a strategy to increase Métis participation.
5. Reviewing the historical and records databases and establishing software and data systems to capture information relating thereto.

## **Deliverables**

---

1. Development of the initial phases of Museum of the Métis which will serve the Métis communities and the public at large.
2. A discussion and strategic directions paper on enhancing Métis culture and art.
3. Information materials concerning Métis access to cultural assistance initiatives.
4. A survey of the records and databases of historical documents that identify Métis.
5. The development of a prototype of a Métis historical family registry.

## **Personnel Requirements**

---

The Métis culture and arts area will require one Cultural Coordinator, resources to retain professional assistance to carry out work related to the Museum and the historical register. The Cultural Coordinator will be responsible for coordinating the activities of the MNC's cultural initiatives including assisting contract personnel to implement the Métis museum project and the development of the registry prototype, and to liaise and work with the Canada Council and other cultural institutions and agencies.

## Budget

---

The budget requirements set out below are limited to MNC personnel and direct costs associated with facilitating the implementation of the Museum of the Métis. The activities and estimated costs (including capital costs) of establishing the Museum are set out separately in the next section.

Activity	Year 1	Year 2	Year 3
Cultural Coordinator	\$59,113	\$59,113	\$59,113
Museum of Metis Phase II Project Development	\$40,000		
Genealogical Research Study	\$34,000	\$50,388	\$50,388
Travel	\$10,000	\$10,200	\$10,404
Communications	\$13,563	\$13,834	\$14,111
Operations and Admin	\$15,239	\$15,544	\$15,855
Corporate Services	\$17,588	\$17,940	\$18,299
<b>Sub total Annual Budget</b>	<b>\$189,503</b>	<b>\$167,019</b>	<b>\$168,169</b>

---

## 5.11 ENUMERATION AND REGISTRY

---

### Background

---

The MNC and its six affiliated associations have identified the need to create a Métis Registry System to identify the Métis of Manitoba, Saskatchewan, Alberta, British Columbia, Ontario and the Northwest Territories; to provide ongoing and accurate demographic and statistical information on the Métis population; and to identify those who would be eligible to participate in the electoral process governing Métis political institutions. The purpose of the Métis Registry System is to provide for the automated capture, storage, retrieval and distribution of information to help the Métis Nation administer its own governmental structures. The planned scope of the system includes demographic, socio-economic, genealogical and scrip data.

The MNC intends to accomplish this with the active participation and assistance of the federal and provincial governments. The new government committed itself to providing assistance to enumerate the Métis. Three separate meetings have been held to date with the new government to examine the technical and political issues associated with the establishment of the registry. The MNC intends to place these consultations on a firmer foundation by entering into a Memorandum of Understanding (MOU) with the parties affected. The MOU would commit the parties to complete the technical work in six months as well as a commitment to reach a draft cost sharing arrangement within nine months.

### Objectives

---

The main objectives of the Métis Registry System are:

- to provide an accurate count of Métis people and where they are located;
- to provide basic demographic and socio-economic data on the Métis population such as age, education, occupation and income;
- to support Métis program planning and policy development in areas such as education and housing;
- to trace the roots of Métis people in order to determine their eligibility for Métis Nation citizenship and their entitlement to participate in claims settlements and/or other benefits targeted towards Métis (for example, Métis hunting rights);
- to track mobility of the Métis people;
- to support the electoral process for Métis governments; and
- to provide a communications network link between the MNC,

provincial and territorial associations and the people of the Métis Nation.

### **Priority Activities**

---

Conducting an enumeration of Métis peoples and compiling a Registry will be a complex and time-consuming undertaking. The first step in this process must be to develop a detailed project plan for conducting the enumeration, processing the information, establishing the Registry systems and its attendant support functions and organization. This effort will require a combination of census methodology, survey methodology, information systems design and installation, organizational design and implementation, public communications, and development of processes for the adjudication functions inherent in the Registry system. Because of the unique nature of the Métis Nation and the distribution of its population, new methodological approaches will likely be necessary to successfully complete the enumeration. The requisite skills are found primarily in Statistics Canada and in private sector consulting firms with strong informatics and social science survey experience.

After a detailed project plan has been developed, it will be necessary to prepare very precise resource requirement estimates. Resources will be required for MNC itself, for Statistics Canada, which must provide consulting services to MNC and for selected private sector suppliers who may provide services related to informatics, public communications, information processing and other component functions of the enumeration.

The first year will be devoted to planning and to securing an intergovernmental agreement on joint funding support for the enumeration.

#### **Project Planning and Detailed Costing**

Project planning for undertakings of this complexity is a specialized skill. The project planning team will be comprised of:

- consultants with established track records of project planning for complex undertakings including both informatics-related elements and organization design and implementation processes;
- representatives of the MNC and its provincial and territorial affiliates;
- Statistics Canada officials; and
- representatives of federal and provincial governments.

It is anticipated the project planning for enumeration and registry functions will take six months of intensive work by the planning team. The following represents the initial planning steps:

- develop the initial strategy, framework and detailed timetable for the planning process with representatives from key participants;
- develop detailed plans (PERT or GANTT format) for component sub-projects including timing and general identification of resource type requirements (much of this will be done by individual planning team members who specialize in the components);
- review of the component sub-project plans and integration in detailed project master plan;
- preparation of detailed cost estimates for component sub-projects (again much of this will be done by individual planning team members who specialize in the components);
- preparation of aggregate cost estimates for the project; and,
- preparation of final project plan and cost estimates for submission to federal/provincial governments

#### Negotiate Intergovernmental Cost-Sharing Agreement

The second major step in the enumeration/registry program activity area will be to negotiate a federal/provincial agreement on the provision of funding assistance for the design, execution and processing phases. It is anticipated that three months will be required to achieve such agreement and that this can be achieved in the 1994/95 fiscal year.

#### Design and Subsequent Phases

As soon as an intergovernmental agreement has been reached and funding is available, work can commence on the design phase of the program. It is anticipated that it will take at least two additional years to complete all phases of the design, execution and initial processing of the information.

#### **Deliverables**

---

1. Detailed project plan (PERT charts, GANTT charts, project resource tables, project task tables etc.) for design, execution and information processing phases.

2. Detailed project cost estimates including cash flow requirement estimates for design, execution and information processing phases.
3. Federal/provincial memorandum of understanding with MNC covering provision of funding to MNC for design, execution and information processing phases.
4. Detailed design specifications for public communications, enumeration methodology, logistical support functions, informatics systems installation, testing and operation, enumeration information processing, establishment of Registry System infrastructure, establishment of Registry System procedures (including adjudicative procedures), establishment of Registry organization and program infrastructure.

### **Personnel Requirements**

---

One Senior Project Manager will be required during year one to oversee the detailed project planning and costing phase, to carry primary support responsibility for the intergovernmental cost sharing agreement negotiation process and to oversee on behalf of MNC the subsequent phases of the program area. In the first year, the functions of the Senior Project Officer will be undertaken by the MNC Corporate Secretary.

MNC staff will remain in years two and three during the design, execution and information processing phases. However, it is expected that a full time person will be retained to monitor and coordinate MNC involvement. The costs in years two and three do not include the costs of establishing or maintaining the registry.

### **Budget**

---

Activity	Year 1	Year 2	Year 3
Senior Policy Analyst		\$59,113	\$59,113
Travel	\$15,000	\$15,300	\$15,606
Professional Services Project Planning	\$90,000		
Professional Services Statistics Canada	\$66,500		
MNC Technical Committee Travel	\$30,000		
Professional Services Informatics Specialist	\$15,000		
Communications	\$20,518	\$20,928	\$21,347
Operations and Admin	\$23,054	\$23,515	\$23,985
Corporate Services	\$26,606	\$27,138	\$27,681
<b>Sub total Annual Budget</b>	<b>\$286,678</b>	<b>\$145,995</b>	<b>\$147,732</b>

---

## 5.12 LAND CLAIMS AND TEST CASE FUNDING

---

### Background

---

The absence of a land and resource base has proven to be the foremost impediment to the social, cultural and economic development of the people of the Métis Nation. Métis people believe the solution to their landlessness lies in the resolution of Métis land claims under the *Manitoba Act* and the *Dominion Lands Acts* and in those areas where Métis were not dealt with at all. For Canada to come to terms with the Métis, it must deal with the effects of its devastating Métis land grant and scrip policies and its contemporary land claims settlement process.

In 1981, a Métis land claim was rejected in a terse letter from the Minister of Justice, thereby sealing the exclusion of the Métis Nation (with the exception of Métis in the Northwest Territories) from Ottawa's Comprehensive Land Claims Policy. The Department of Justice's opinion instructs that by the supremacy of Parliament, Métis Aboriginal title was extinguished by the land grant and scrip processes of the *Manitoba Act* and *Dominion Lands Acts*. A federal task force report in 1986 (the *Coolican Report*) suggested that a separate policy and process should be developed so that Métis could negotiate with government to remedy past injustices and to establish new relations. This recommendation was not acted upon and to this day, the Métis do not have access to a land claims process.

Since 1981, the Manitoba Métis Federation, on behalf of the Métis Nation, has been pursuing the resolution of Métis land rights recognized in the *Manitoba Act* in the courts. The MMF's Statement of Claim, revised in 1985, seeks a court declaration that 21 federal and provincial laws and orders-in-council were invalid alterations to the Métis land grant sections of the *Manitoba Act, 1870* which had been given constitutional protection by the *B.N.A. Act 1871*. The plaintiffs allege these *ultra vires* legislative acts caused 85% of the eligible Métis to be denied the benefit of the land grants.

Ottawa's response was to seek a court motion to strike out the MMF Statement of Claim on the grounds that it did not raise a justiciable issue given that the allegedly unconstitutional legislation had been spent and that the plaintiffs were not entitled to standing. On February 18, 1987, the Manitoba Court of Queen's Bench dismissed the federal government's application. In his ruling, Justice Barkman found that there were real issues to be decided at trial, namely whether the *Manitoba Act* promised a Métis land base and whether the alleged actions were unconstitutional and undermined the descendants of the half-breeds.

The federal government appealed the decision and in 1988, the Manitoba Court of Appeal overturned the lower court ruling. The Manitoba Métis Federation then appealed to the Supreme Court of Canada which on March 2, 1990, ruled unanimously in favour of the Métis, clearing the way for the action to proceed. Since that time, however, further procedural motions of the Department of Justice have delayed the case going to trial. Discoveries are in the process of being

scheduled and it is expected that the MNC will intervene in the matter as it affects the Métis Nation as a whole.

On March 1, 1994, the Métis in northwestern Saskatchewan launched an Aboriginal title claim which promises to be the Test Case for the land settlement scheme and conduct of the Crown in relation to Métis outside the original postage stamp of Manitoba. The Statements of Defence of the Government of Canada and of the Province Saskatchewan make clear that governments are intent upon denying the rights of Métis in the Constitution and are a further attempt by governments to prevent the Métis from using the Canadian courts to vindicate Métis claims. While the federal government has indicated that it does not wish to pursue Métis issues in the courts, the government has so far failed to indicate its willingness to negotiate a land claims settlement with the Métis. Thus, the only available way to advance the land interests of Métis is through the courts.

The legal position of the MNC has been summarized by one MNC legal counsel as follows:

We have assessed the land and scrip granting schemes which were implemented in Manitoba and the North-West Territories to determine whether they were theoretically capable of extinguishing Métis Aboriginal title, we have concluded that extinguishment did not occur through cession (surrender) or through conquest. Nor does it appear that the *Rupert's Land and North-Western Territory Order* or the *Dominion Lands Act* were capable of extinguishing Métis Aboriginal title through a statutory taking. Even if it could be argued that the Dominion Lands policy was a valid extinguishment, we have found that the frauds and general maladministration of the implementation of the land scheme was in breach of the federal governments fiduciary obligation to the Métis.

In the case of the postage stamp province of Manitoba, it would appear that the *Manitoba Act* was theoretically capable of constituting a statutory taking. However, when the frauds and abuses are factored in (as they must be), it is apparent that the federal government breached its fiduciary obligation to the Métis within the original boundaries of Manitoba. The promised quid pro quo for extinguishment of Métis Aboriginal was not received. This in our view nullifies extinguishment.

Finally we have found that both levels of government breached the positive constitutional obligations imposed by the *Manitoba Act* and the *Rupert's Land and North-Western Territory Order* and its schedules. Those positive constitutional obligations remain outstanding.

The new government has recognized that the resolution of outstanding land claims is a priority for all Canadians. The MNC's preferred approach is to negotiate a new land settlement scheme. However, in the absence of political will, the MNC has no choice but to pursue the two legal test cases in the courts. The federal government has and continues to fund test cases to help clarify land rights issues affecting First Nations and for other rights set out in the *Charter*. The MNC seeks to implement a similar initiative involving Métis land rights.

The budget does not include resources required if a Supreme Court Reference case

on Section 91(24) of the *Constitution Act, 1867* is requested. In the event that a reference case is launched the MNC will be seeking supplementary resources to intervene.

### **Objectives**

---

1. To resolve outstanding Métis land claims.
2. To ensure that a revised federal land claims process addresses the interest of the Métis.
3. To ensure that Métis have sufficient resources to effectively bring the Métis land rights tests cases in front of the Canadian Courts.

### **Priority Activities**

---

1. Commence discussions with the federal government on broadening access to land claims processes and/or broadening the mandate of federal negotiators under tripartite self-government discussions.
2. To undertake the historical and legal research on the land settlement scheme in western Canada.
3. To open negotiations with the Government of Saskatchewan and the Federal Justice Department on the necessary amendments to the statements filed in court to date and to negotiate the disposition of the pre-trial process.

### **Personnel Requirements**

---

The activity requires the services of a lawyer with in-depth experience in Aboriginal land rights and with the land claims settlement process in Canada. It is expected that the services of other professionals to examine the land claims settlement process will be required.

## Budget

---

Activity	Year 1	Year 2	Year 3
In-house Legal Counsel	\$76,400	\$76,400	\$76,400
Research Assistant	\$36,000	\$36,000	\$36,000
Research Services (Contracted out)	\$60,000	\$60,000	\$60,000
Travel	\$15,000	\$15,300	\$15,606
Communications	\$17,760	\$18,115	\$18,478
Operations and Admin	\$19,955	\$20,354	\$20,761
Corporate Services	\$23,030	\$23,491	\$23,960
<b>Sub total Annual Budget</b>	<b>\$248,145</b>	<b>\$249,660</b>	<b>\$251,205</b>

---

## 5.13 ENVIRONMENT

---

### Background

---

The Métis Nation seeks a partnership with federal and provincial governments in protecting the environment of the Canadian Northwest. Protecting the environment is everyone's responsibility, but Aboriginal Peoples have a special responsibility to ensure that the land and waters of their homelands are left in a state to sustain and benefit future generations. The new government has recognized the unique importance of renewable resources to Aboriginal communities: "The traditional economies of Aboriginal peoples are particularly dependent on a healthy natural resource base, giving them a special stake in managing land and resources. A Liberal government will promote co-management agreements between Aboriginal peoples and federal, provincial and territorial governments."

The Métis are one of Canada's Aboriginal Peoples and, like other Aboriginal Peoples, they wish to cooperate with governments to ensure the environmental concerns are properly dealt with in their communities and throughout the Métis Homeland.

Métis interests in environmental protection and conservation encompass six distinct levels:

1. **Involvement in Environmental Assessments and Monitoring**—The Métis believe that environmental assessments must be made before any major developments, like dams, pulp and paper mills and new oil sands plants, are built. Federal and provincial environmental legislation must be strict and enforceable. Above all, the Métis must be given the opportunity to comment on proposed changes to environmental laws and regulations, and to participate in environmental assessments. The Métis look forward to the implementation of the new government's commitment to amend "...the *Canadian Environmental Assessment Act* to legally recognize intervenor funding as an integral component of the assessment process."
2. **Restoration of Environmentally Damaged Areas**—Many areas of the Métis Homeland have suffered from environmental damage—some irreparable and some reparable. The Métis are interested in putting into place projects which would clean-up and restore environmentally damaged areas. Such projects not only benefit the environment but also create employment opportunities where few may exist.
3. **Co-Management of Fish, Wildlife and Forestry Resources**—The Métis have recognized hunting and fishing rights in the Canadian Northwest. Many Métis continue to make their living through hunting and trapping. The Métis have an interest in preserving the fish, wildlife and forestry resources

of the regions where they live and in ensuring that sound conservation techniques are followed. At the same time, they wish to ensure their harvesting rights are respected. It is critical therefore that Métis are given a voice in the management of renewable resources in the areas where Métis form a significant part of the population.

4. **Prevent Developments that would Negatively Impact the Environment of Communities with Large Métis Populations**—In the past, rural and remote communities with large Métis populations have been negatively impacted by development over which they had no control. Dams destroy swampland which are habitat for fish and waterfowl upon which the Métis rely. Clear-cutting of forests pollutes the streams, rivers and lakes and drives away animals that many remote and rural communities rely upon for food and trade. Mines and pulp mills leave industrial wastes that can wipe out the livelihood of a remote community overnight. The Métis seek to ensure that these incidents are not repeated by ensuring that the communities affected are given a decisive voice over proposed developments. This would serve to ensure that only sustainable developments proceed.
5. **Development of Eco-Tourism**—Preserving the natural habitat can have economic benefits, not only for traditional lifestyles and occupations, but also in terms of eco-tourism, which is the fastest growing area of the tourist industry. Métis are in a favorable position to take advantage of this new-found interest in the natural world, and would be interested in pursuing projects to develop this industry in the Métis Homeland.
6. **Management of Resources in Land Claim Areas**—The Métis have claims to the use and occupation of many of the lands of the Northwest. Métis land claims have been recognized in the Northwest Territories, and, in other areas, claims are before the courts. In Alberta, Métis have a land base and the right to control resource development on that land base. Wherever Métis land claims are recognized and upheld, Métis will seek to control the uses to which that land is put for the benefit of the Métis people, the environment and future generations.

Given Métis interests in environmental issues, the MNC considers it important to devote resources to prepare an environmental strategy and to participate in the many environmental and environmentally-related issues that affect the Métis of the historic Northwest. To this end, it is seeking resources to develop a research and policy development capability on environmental matters.

## **Objectives**

---

1. To protect Canada's natural environment, not only for the Métis but for all Canadians.

2. To ensure environmental accountability of industry and government through the development of effective criteria and enforceable monitoring.
3. To participate in environmental review and decision-making to prevent the consequences of environmental damage to Métis communities.
4. To restore the natural habitat of the Northwest wherever feasible and to promote environmental clean-up and environment-friendly development.
5. To manage the fish and wildlife resources of the Canadian Northwest to ensure the conservation of species and the respect of Métis harvesting rights.
6. To promote the sustainable development of the natural wealth found in the Métis Homeland.
7. To promote public awareness and understanding of environmental issues and the development of eco-tourism.
8. To manage Métis lands and lands over which Métis have traditional rights of use and occupation to protect the lands for future generations.

#### **Priority Activities**

---

1. **Participate in review of federal environmental legislation**—Reviews of federal environmental legislation are either in progress or about to be launched. The MNC wishes to ensure it can participate in and contribute to these reviews (e.g., *Migratory Birds Convention Act, Canadian Environmental Assessment Act*).
2. **Negotiate Co-Management Agreements with the Federal Government and the Provinces:** The Métis have recognized hunting and fishing rights in the Prairie Provinces and in the N.W.T. Co-management agreements have been or are being negotiated in the Northwest Territories and in Saskatchewan. Agreements must be negotiated with the other Prairie Provinces. The MNC has an important role in co-ordinating the negotiation of co-management agreements throughout the Métis Homeland.
3. **Assist communities obtain assistance for environmental clean-up or conservation measures**—Rural and remote communities are often very aware of the environmental problems they face. The MNC would seek to facilitate access for these communities to the necessary resources to deal with their environmental problems through the office of a Community Environment Officer.

## **Deliverables**

---

1. MNC input into environmental review process at the federal level.
2. Co-management agreements.

## **Personnel Requirements**

---

Senior Policy Analyst on Environmental Issues: The analyst would be responsible for research and policy development on the wide variety of environmental issues upon which the Government of Canada and provincial governments are seeking input from the MNC. The analyst would also be responsible for the co-ordination of the negotiation of co-management agreements.

Community Environment Officer: The officer would be responsible for consultation with local communities on environmental issues and for assisting communities deal with government on environmental issues of special interest to them.

## **Budget**

---

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Senior Analyst	\$59,113	\$60,000	\$60,000
Project Officer/Development	\$50,000	\$50,000	\$50,000
Travel and Expenses	\$20,000	\$20,400	\$20,808
Communications	\$12,236	\$12,481	\$12,730
Operations and Admin	\$13,749	\$14,024	\$14,304
Corporate Services	\$15,867	\$16,184	\$16,508
<b>Sub total Annual Budget</b>	<b>\$170,965</b>	<b>\$173,089</b>	<b>\$174,351</b>

---

## 5.14 INTERNATIONAL RELATIONS

---

### Background

---

The MNC is currently involved in a number of international initiatives relating to Aboriginal Peoples. Participation in international conferences and initiatives is likely to grow significantly in future years. This makes it necessary to develop a capability to do research and policy development and to engage actively in international fora and issues affecting the Métis people of Canada.

Among the international initiatives in which the MNC is currently involved, perhaps the most important is the work being done under the auspices of the United Nations to produce a Draft Declaration on the Rights of Indigenous Peoples. The MNC is also engaged in efforts to encourage Canada to adopt the revised International Labour Organization Convention on the rights of Indigenous peoples; with a UN study on treaties and other legal instruments by which Aboriginal Peoples were dispossessed of their lands; in Chiapas in support of the struggle of the Maya people in Mexico; with the Organization of American States in developing a policy on the rights of Aboriginal Peoples of the Americas; with the World Council of Indigenous Peoples; and with environmental and fur trade issues at the international level.

Starting in December 1994, the United Nations will be declaring a Decade of the World's Indigenous People, which promises to generate a great deal of interest in Aboriginal issues over the next ten years. The MNC must be prepared to participate in the events surrounding this initiative as well as all other events and initiatives at the international level dealing with Aboriginal rights and issues. In addition, the MNC will, over the course of the next three years, be seeking consultative status at the UN. It will also be seeking to develop closer ties with Métis brethren now residing in the United States, particularly in the States of Montana and North Dakota, which formed part of the Métis Homeland.

The work load involved in dealing with these initiatives and in participating in international conferences and fora made it necessary in 1993 to appoint an Ambassador at Large for the Métis Nation. Currently, this position is non-remunerative, and the MNC considers it a priority to give this position the permanency and the resources it requires to represent the Métis Nation effectively at the international level. This field requires specialized research skills and involves a great deal of traveling and networking. Many of the activities in which international fora are engaged involve complex legal matters and studies, for which it will be necessary to make special provision.

## Objectives

---

1. To participate and represent the Métis Nation in international fora, conferences and initiatives involving Indigenous peoples.
2. To support the recognition of Aboriginal rights everywhere in the world where there are Aboriginal Peoples who have been displaced, dispossessed or exploited through colonialism and the States to which it has given rise.
3. To ensure that Métis are recognized and treated as an Aboriginal or Indigenous People at the international level.
4. To foster closer ties between the Métis people of Canada and the United States.
5. To put forward the interest of the Métis people in international fora, including fora dealing with hunting and fishing rights, environmental conservation, and trade in furs and other resources.
6. To achieve consultative status at the United Nations.

## Priority Activities

---

1. **Establish the office of Director of International Relations for the Métis Nation on a more permanent and secure basis**—The Director will be responsible for coordinating all international activities of the MNC and for representing the MNC at international conferences and meetings. The Director would report to the President of the MNC through the Corporate Secretary.
2. **Participate in the completion of the United Nations Draft Declaration on the Rights of the Indigenous Peoples**—This declaration will have an important moral and persuasive effect on governments throughout the world. The MNC attaches the highest priority in participating in the development and adoption of this draft Declaration.
3. **Achieve Consultative Status at the UN**—The MNC will take the necessary steps to qualify for consultative status at the United Nations in order to ensure that the Métis Nation is recognized and heard at the international level.
4. **Participate in all international bodies and fora dealing with Aboriginal matters that impact on the Métis Nation**—These include participation in UN studies, OAS efforts to define the rights of Aboriginal peoples in the Americas, and participation in the World Council of Indigenous Peoples. Of particular importance will be participation in the Decade of the Indigenous People of the World.

5. **Support the legitimate struggles of other Aboriginal peoples throughout the world through diplomatic efforts**—The priority at the present time is support for the struggle of the Maya people in the state of Chiapas, Mexico, but there are many other areas of the world, particularly the Americas, where the MNC could provide diplomatic assistance for the recognition of the rights of other Aboriginal peoples.
6. **Develop closer ties with the Métis communities in that part of the United States which was formerly part of the Métis Homeland**—The MNC places the highest priority on developing closer ties with the Métis people who now reside in the United States and who are legitimately part of the Métis Nation.

### **Deliverables**

---

1. Reports, conference proceedings and program initiatives as and when needed.
2. Consultative Status with the United Nations.
3. Métis input into an adopted Draft Declaration.
4. Cultural and other exchanges with Métis in the United States.

### **Personnel Requirements**

---

An Office of the Director of International Relations for the Métis Nation will be established.

One Research Assistant will be required.

### **Budget**

---

The budget for International Relations includes the costs of maintaining the Office of the Director of International Relations, together with support staff, a travel and expenses budget, and a budget for special studies required in order to participate effectively in international fora.

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Director	\$60,000	\$60,000	\$60,000
Research Assistant	\$36,000	\$36,000	\$36,000
Travel	\$35,000	\$35,700	\$36,414
Special Studies/Analysis	\$25,000	\$25,000	\$25,000
Communications	\$14,785	\$15,081	\$15,382
Operations and Admin	\$16,612	\$16,944	\$17,283
Corporate Services	\$19,171	\$19,554	\$19,946
<b>Sub total Annual Budget</b>	<b>\$206,568</b>	<b>\$208,279</b>	<b>\$210,025</b>

---

## 5.15 ECONOMIC DEVELOPMENT

---

### Background

---

Economic development is the key to the revitalization of Métis communities and to the future prosperity of the Métis people. Economic development is driven by investment—investment in community infrastructure, capital investment in business enterprises, and investment in human resources. For a variety of reasons—some historical, some economic and some purely political—investment in Métis communities has not taken place. The challenge of economic development policy as far as the Métis are concerned is to overcome the formidable obstacles that exist to investment in the infrastructure, capital requirements and human resources of Métis communities.

In North America, investments in community infrastructure and in the development of human resources have typically been left mainly to the public sector, and have been raised and paid for through taxes. Capital investment in business enterprises has, on the other hand, been the domain of the private sector for the most part, and is raised and paid for through profits. The Métis and other Aboriginal Peoples have not been particularly favoured by the operation of this economic model, as even the most cursory look at socio-economic statistics on Aboriginal Peoples will disclose. Métis communities are not allowed to tax or do not have a sufficient tax base to finance investments in community infrastructure or in human resource development themselves, and investment by other public authorities has, in the past, been pitifully inadequate. As for capital investment, Métis do not have the capital resources nor the experience and expertise to be major players in capital investment decisions. These decisions are made by a variety of outside investors who are naturally reluctant to invest in Métis communities. Capital is drawn to where returns are highest relative to the risk involved; investment in Métis communities, and in Aboriginal communities generally, offers, as a rule, the unattractive combination of high risks and low returns.

It is therefore generally recognized that pro-active economic development policies are required to overcome the inadequate resources available to finance investments that have traditionally been the responsibility of the public sector, and to stimulate private sector investment in Aboriginal communities. Accordingly, in the last few years, governments in Canada have undertaken a number of initiatives to address the economic development needs of Aboriginal Peoples. The Canadian Aboriginal Economic Development Strategy (CAEDS), initiated in 1989, put into place a number of programs to stimulate economic development in Aboriginal communities and to encourage the development of Aboriginal business. Under this program, the Department of Indian Affairs and Northern Development (DIAND) provides funding for the establishment of Community Economic Development Organizations (CEDOs) on reserve to prepare community economic development strategies, to initiate economic development projects and to take equity positions in private or community enterprises. The Department of Human Resources (formerly Employment and Immigration Canada), provides funding for the human resources

planning and training both on and off reserve through its Pathways to Success program. The Department of Science and Technology provides grants to Aboriginal business through the Aboriginal Business Development and Joint Ventures Program and seed funding for the creation of Aboriginal Capital Corporations (ACCs), which in turn provide loans to Aboriginal businesses. In addition, the Department provides loan insurance for loans made by lending institutions to Aboriginal businesses off-reserve.

While these initiatives have had some success, they nonetheless have many problems as far as the Métis are concerned. First, Métis have benefited very little from the initiatives put into place to date. Only a fraction of the almost \$1 billion spent on the CAEDS programs over the last five years have been directed at Métis communities or Métis enterprises. Of the 34 ACCs established to date, only three are Métis. One of the principal drawbacks to Métis participation is that, unlike on-reserve Indians, the Métis have not until now had access to funding to create community economic development institutions such as CEDOs capable of putting into place economic development strategies and initiatives for Métis and capable of assisting Métis entrepreneurs develop their business ideas. Without such development institutions, Métis are at a disadvantage in competing for funds under the CAEDS programs. This lacuna is being partially addressed in the Community Development section of this submission.

A second major problem is the approach being used to administer and distribute available economic development assistance. With rare exceptions, funding is not being allocated equitably among Canada's three Aboriginal peoples but is instead being allocated to Aboriginal peoples generally. Although each of the Departments involved with the CAEDS programs has put into place consultative mechanisms with Aboriginal peoples, program control and delivery remains in the hands of federal bureaucrats. Programs have not been designed to meet the real needs of Aboriginal people or of Aboriginal communities. Certainly, the Métis do not consider that the CAEDS programs have resulted in giving them greater opportunity to stimulate economic development in their communities and to control program design and delivery. A new approach is necessary.

The new government proposes an economic development approach that would result in the transfer to Aboriginal community development institutions of the control and delivery of federal economic development programs. The MNC made a similar proposal in its Economic Development Master Plan (March, 1993). As far as the MNC is concerned, each of Canada's Aboriginal peoples should be responsible for developing appropriate strategies and institutions to favour the economic development of its people and communities. The funding assistance that the federal government is prepared to provide to the Aboriginal peoples for this purpose should be equitably divided between the Aboriginal peoples, who in turn should be responsible for developing and delivering the programs to their own peoples in line with the objectives promised but not delivered under CAEDS. Appropriate monitoring and accountability procedures should be part and parcel of this transfer to ensure that Parliament is kept fully informed of the purposes for

which funds are being spent and on the achievements of the programs Aboriginal organizations put into place, and in order to ensure that Aboriginal development institutions use funds wisely and for the appropriate purposes. The control and delivery of economic development programs would, however, be devolved to Aboriginal peoples themselves.

A third problem has to do with the financial constraints facing the federal government and the budget cut-backs they have necessitated. In the case of the Aboriginal Capital Corporations (ACC) program, for instance, no new ACC's can be developed, and existing ACC's must now consider mergers to save costs. Generally speaking, there is a need to find effective ways to stimulate economic development that do not involve large or long-term subsidization. Innovative methods of involving the private sector in the financing of Aboriginal enterprises must be found. Markets must be developed for the goods and services that emerging Aboriginal enterprises are capable of producing. The new government promised action on a number of innovative approaches to stimulate Aboriginal business, including:

- adoption of federal government procurement policies designed to stimulate the growth of Aboriginal business;
- new approaches to obtaining capital for Aboriginal development projects, such as a National Aboriginal Development Bank, with initial capital coming from banks, corporations and prosperous Aboriginal communities;
- establishment of an Aboriginal Trade Commission to identify and protect Aboriginal products and to develop international markets for Aboriginal goods and services.

Over the next three years, the MNC proposes to proceed to the implementation stage of its economic development strategy. This strategy has four major thrusts:

- putting into place community economic development institutions for Métis;
- taking over control and delivery of economic assistance programs and training programs for Métis people to facilitate access to these programs by Métis community development institutions and individuals;
- rationalize the structure of Métis ACCs and develop alternative ways of providing loan capital to Métis business;
- continue to cooperate with the federal government in finding cost-effective ways in which federal policies could be utilized to stimulate the growth of Métis enterprises (e.g., loan insurance, federal procurement policies, establishment of Trade Commission).

## **Objectives**

---

1. To stimulate economic development in communities with significant Métis populations in order to provide Métis with employment opportunities, to develop the economic potential of these communities, and to release the entrepreneurial spirit of Métis people.
2. To assist Métis persons obtain access to the expertise and capital to launch successful business enterprises.
3. To promote self-sufficiency of the Métis people.
4. To ensure proper coordination between economic development programs, employment training programs and community development programs.
5. To ensure Métis control and delivery of economic development programs affecting the Métis.

## **Priority Activities**

---

**Implementation of Master Plan for Métis Economic Development**—In March 1993, the MNC forwarded a concept for an Economic Development Master Plan for Métis to the Minister of Industry, Science and Technology. Essentially, this Plan calls for the establishment of a Métis National Trust to administer and deliver grants to Métis community development institutions and Métis operated businesses for the economic development of Métis communities. The Minister of Industry, Science and Technology has asked the MNC to refine this Plan and prepare an implementation strategy. To this end, the MNC proposes:

- to produce a policy paper setting out in detail how the community driven Métis National Trust would operate and how it would interface with existing government programs and the proposed Métis community development institutions;
- negotiate with the federal government the parameters for transferring responsibility for IST's Aboriginal economic development programs to the community driven Métis National Trust; and
- operationalize the trust.

**Métis Financial Services Study**—This study would examine the problems that Métis face in trying to establish or expand business enterprises and would propose innovative means of overcoming these obstacles. Among other things, the study would examine the operation of existing ACCs and examine ways in which they could respond better to the needs of Métis business and how they could operate more efficiently. The study would also explore how established lending institutions, such as banks and trust companies, could support Métis business

development, as well as exploring how innovative financial instruments, such as tax-free bonds and venture capital funds, could be used to finance Métis economic development projects. This would be a two-year study, with the first year devoted to the identification of current problems, through survey research, and the second year devoted to developing intelligent and innovative ways of overcoming these problems.

**Federal Procurement Policy**—In collaboration with the federal government, the MNC proposes to examine how federal procurement policies could be used to assist Métis business development in order to put into effect the commitment made in the Red Book.

### **Deliverables**

---

1. Métis Economic Development Plan and Implementation Strategy
2. Study on Métis Business Financial Services and Needs
3. Proposed Changes to Federal Procurement Policy

### **Personnel Requirements**

---

One Senior Policy Analyst to oversee the required studies and to ensure the coordination with Community Development and Human Resource Development initiatives.

### **Budget**

---

Activity	Year 1	Year 2	Year 3
Economic Development Coordinator	\$59,113	\$59,113	\$59,113
Financial Services Study	\$35,000		
Procurement Study	\$35,000		
Master Plan Implementation plan	\$150,000	\$50,000	\$50,000
Communications	\$16,975	\$17,315	\$17,661
Operations and Admin	\$19,651	\$20,044	\$20,445
Corporate Services	\$22,012	\$22,452	\$22,901
<b>Sub total Annual Budget</b>	<b>\$337,751</b>	<b>\$168,924</b>	<b>\$170,120</b>

---

## 6.0 CORPORATE SERVICES

---

### Introduction

---

Corporate Services is comprised of three major sections: Corporate Management and Operations, Communications and Consultation Activities. The Corporate management section identifies two types of costs. It includes common management costs including the core management and support costs. The costs of MNC operations is broken down separately and includes basic administrative costs such as rent, telephone, etc. The corporate management and operation costs have been charged to each of the policy and research sectors. Accordingly, these costs are summarized in the budget section for information purposes only.

Communications costs are identified separately and outline the common costs and attendant savings that a common pool of communications resources can yield. Consultation Activities include an overview of the consultation approach to be adopted as well as a roll up of all consultation costs identified. These are charged to the policy and research sectors identified above.

The objective of clustering common Management, Operations, Communication and Consultation costs associated with the various policy areas is to reduce the overall costs of the operation while increasing productivity as a whole. The Métis National Council recognizes that the provision of management support, direction and financial control of the proposed funding arrangement is of paramount importance the overall operation of the MNC.

### 6.1 Corporate Management and Operations

---

The establishment of a Corporate Management Unit within the MNC will strengthen MNC's existing core operations. The Management Unit will be responsible for overseeing the overall coordination of Secretariat activities and provide management services to all policy development and research sectors. These services include the provision of:

- coordination and direction;
- common administrative and management support; and
- financial budgeting, accounting and internal control.

#### Coordination and Direction

The coordination and direction of MNC activities will be provided through several avenues. The Corporate Secretary of the MNC Secretariat will maintain an ongoing liaison with the Executive and governing body of the Métis Nation, as well as with federal and provincial governments. Such liaison will facilitate the implementation of the overall direction of the MNC. The Corporate Secretary will

chair a multi-disciplinary committee composed of the senior policy advisors in each of the Policy Development and Research sectors. The role of such a committee is to facilitate the coordination of activities across common areas (e.g., consultation), disseminate and share information, and ultimately to create a synergistic environment where savings and new opportunities are identified.

In addition to these activities, the Secretary will also coordinate other activities including the provision of legal opinions, the development and implementation of an effective and consistent communications plan and the coordination of MNC Executive and Assembly activities. Such services are best centralized at this point to minimize duplication, to ensure coordination across all sectors and to ensure stronger lines of communication and accountability.

#### Administrative Support

Corporate Management will include overall coordination of administrative support through the Office Manager. The type of support activities provided include: secretarial and receptionist services; facilities management; travel coordination; and equipment maintenance. The centralization of administrative support will enable the administrative staff to respond to the fluctuations in activities in the various policy development and research sectors and assist in coordination activities across the Sectors. It will also be responsible for facilitating with directions set by the Executive.

#### Financial Accounting and Internal Controls

A new position of financial Comptroller is proposed to provide effective financial management and control of the funds received under the new funding arrangement. The Comptroller will be directly accountable to the Assembly of the MNC governing body and will be empowered to develop, implement and manage a system of financial controls to assure uniform accounting and reporting methods for MNC's operations. The Comptroller will ensure that all expenditures are in line with the approved budget and direction of the MNC.

Mechanisms to ensure that the Comptroller has an appropriate level of autonomy, authority and independence will be implemented. Such mechanisms will include: ensuring the Comptroller holds delegated authority from the Assembly; establishing appropriate expenditure authorization framework; and establishing rules for the appointment and termination of the Comptroller which would promote autonomy in financial control.

The Comptroller's role will be closely linked with the sector management through the planning and control process. The Comptroller will provide information on budgets, and feedback on performance against budgets which will enable the sectors to establish appropriate plans, take the required action and conduct an evaluation which will enable them to make any required corrections or revision to the plans in the future.

The Comptroller will work closely with the MNC Corporate Secretary and bookkeeper to ensure that all aspects of financial controls are planned for and performed. Functions performed under the Comptroller's authority will include: planning for control; reporting and interpreting; evaluating and consulting; and government reporting. Under the proposed funding arrangement, the Comptroller will be able to develop and implement a single reporting and control process which will meet the requirements of the various government funding bodies.

### **Objectives**

---

- To strengthen the MNC operations and overall accountability.
- To achieve administrative efficiencies in the operation of the MNC.
- To provide basic operational support to Métis representative organizations
- To assist Métis peoples in the promotion of political, social, economic and cultural interests.

### **Priority Activities**

---

1. Implement and operationalize the Métis Public Service.
2. Development and adoption of the Métis Nation Public Service and elected officials Conflict of Interest Code.
3. Development of an evaluation framework to monitor and improve the intergovernmental financing system including evaluating the ongoing administrative system.
4. Integrate MNC's budget process into the budget cycle of the federal government.
5. Establish process and structure for preparation of new reporting and accounting requirements.

### **Deliverables**

---

1. Quarterly activity and financial reports broken down by policy sectors.
2. An annual report outlining the activities undertaken during the year.

3. A modern political and policy development institution to meet the needs and aspirations of the Métis people.

### **Personnel Requirements**

The Management and operations functions of the MNC will require a Corporate Secretary for the overall management of the operation, a Comptroller for financial administration, an Office Manager to handle day-to-day management and personnel matters, a bookkeeper, receptionist as well as other support staff.

### **Budget Summary**

It is to be noted this is a summary of all corporate management and operations costs that have been previously identified as a line item in each of the individual sector budgets above.

#### **Corporate Management Services**

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Corporate Secretary	\$79,300	\$79,300	\$79,300
Comptroller	\$66,591	\$66,591	\$66,591
Office Manager/Personnel Administrator	\$45,000	\$45,000	\$45,000
Bookkeeper/Financial Admin	\$34,338	\$34,338	\$34,338
Administrative Support (3)	\$72,045	\$72,045	\$72,045
Receptionist	\$20,126	\$20,126	\$20,126
Travel	\$20,000	\$20,400	\$20,808
Audit	\$15,000	\$15,300	\$15,606
Operations and Admin	\$32,222	\$32,866	\$33,524
<b>Total</b>	<b>\$384,622</b>	<b>\$385,966</b>	<b>\$387,338</b>

#### **Operations**

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Office Space	\$144,000	\$146,880	\$149,818
Telephone/Fax	\$70,000	\$71,400	\$72,828
Equipment Acquisition	\$45,000	\$45,900	\$46,818
Office Supplies	\$20,000	\$20,400	\$20,808
Printing	\$35,000	\$35,700	\$36,414
Postage/Courier	\$20,000	\$20,400	\$20,808
Office Services	\$10,000	\$10,200	\$10,404
Legal	\$10,000	\$10,200	\$10,404
Equipment Maintenance	\$20,000	\$20,400	\$20,808
Resource Material	\$15,000	\$15,300	\$15,606
<b>Sub total</b>	<b>\$389,000</b>	<b>\$396,780</b>	<b>\$404,716</b>

## 6.2 Communications Activities

---

While the Métis Nation emerged over two hundred years ago, Métis contributions to the development of Canada and Métis political aspirations and goals are relatively unknown to the Canadian public. This is occurring even though the Canadian public interest in improving the treatment and conditions of Aboriginal people has grown. Accordingly, there is a need to provide more information about Métis people, their needs and their aspirations. A co-ordinated communication strategy would raise awareness of the Métis agenda and provide information on the activities of the MNC. The target audiences include the Canadian public; public policy decision-makers, the media and politicians. In addition, ongoing communications activities strengthen the accountability of the MNC for its operation and provide interested parties with an opportunity for input into the overall direction of the MNC.

### Objectives

---

The main objectives of the Communication Plan are:

- to give the Canadian public a broader understanding of and explanation of who the people of the Métis Nation are and the mandate of the MNC;
- to highlight Métis activities successes and to manage the public image of the MNC;
- to encourage Métis participation in the affairs of MNC by strengthening the lines of communication between the MNC and its constituents; and
- to monitor the media and its treatment of Métis and Aboriginal issues and to respond to current issues that directly or indirectly affect the Métis in a timely and effective manner.

### Priority Activities

---

The MNC intends to embark on a program of public education through four broad approaches:

1. generating news stories about MNC including sending press releases and copies of reports to media, launching a Media education campaign through concentrated efforts directed at individuals in the media, preparation of letters to the editor and opinion pieces, and increasing the number and frequency of editorial board meetings.

2. undertaking a limited amount of paid advertising particularly in Aboriginal and Métis news outlets;
3. developing and providing promotional information and research material directly to the public and to elected officials including the development of fact sheets and information kits and the Métis Nation Newsletter; and
4. establishing a "resource centre" of pertinent information concerning Métis to serve both MNC and its affiliates and other agencies requiring information on Métis.

### **Deliverables**

---

1. Published Research reports and monograms including release materials and fact sheets for all MNC documents.
2. Publication and distribution of a bi-monthly Métis Nation Newsletter.
3. Press Releases and accompanying background materials.
4. Production and distribution of basic information materials for press and information kits.
5. Production of an Annual Report of the operation and activities of the MNC.
6. Development of a modest resource centre/library.

### **Personnel Requirements**

---

One senior communications person with a background in public and media relations as well as an assistant to help coordinate prepare and disseminate information. In addition, public relations professionals will be retained on a as needs basis.

### **Budget**

---

Communications Coordinator	\$59,113	\$59,113	\$59,113
Communications Assistant	\$36,560	\$36,560	\$36,560
Report Production (4 @ \$15,000)	\$60,000	\$61,200	\$62,424
Newsletter (4 issues @ \$8,350)	\$33,400	\$34,068	\$34,749
Annual Report	\$20,000	\$20,400	\$20,808
Resource Centre	\$20,000	\$20,400	\$20,808
Promotion Material	\$22,000	\$22,440	\$22,889
Travel	\$20,000	\$20,400	\$20,808
Operations and Admin	\$24,931	\$25,430	\$25,938
<b>Total Annual Budget</b>	<b>\$296,004</b>	<b>\$300,011</b>	<b>\$304,097</b>

## 6.3 CONSULTATION ACTIVITIES

---

### Background

---

Consultation is an integral component of the governing process in Canada. Only through effective consultations can the MNC and other orders of government ensure that policy changes and service intervention strategies are supported by Métis and designed in the most cost-effective and efficient manner. The House Standing Committee on Aboriginal Affairs has recognized that "the unique constitutional position of Aboriginal people and the high degree of government involvement and influence over their day-to-day life makes disputes more likely and underlines the need and importance of formalized consultative mechanisms before policy changes are introduced".

The new government committed itself to building a new partnership based on trust, mutual respect and participation in the decision making process. Acknowledging that it did not make sense for the federal government to unilaterally make decisions without Aboriginal involvement, the government committed itself to develop a more comprehensive process for consultation between federal Ministers and Métis people. Our proposed approach to consultation attempts to operationalize this commitment.

Consultation activities will have two primary directions. One direction is the consultation between the MNC and the Métis people to ensure the issues and ideas of the Métis people are incorporated in the policy development process. The second aspect of consultation will occur between the MNC and other orders of government.

#### Consultations with the Métis Community

Over the next three years, consultation will be an integral component of all activities undertaken by MNC and across all program areas identified herein. The consultation process will provide direction to the federal and provincial governments and Métis institutions for policy and program development and the appropriate delivery mechanisms. In responding to this need, the MNC has incorporated a consultation expenditure lined item in each of the policy areas denoting the importance of this key function in the MNC policy formation process. Consultation will be an ongoing process with formal consultation occurring at appropriate stages of the policy formation process.

The MNC is committed to leveraging the consultation process to ensure public funds are used in the most effective manner. Because policy development will be occurring in all program areas, the MNC will attempt to group consultation activities into natural groupings in order to avoid duplication and make the most effective use of time by all involved parties. Consultation is regarded as an ongoing process which will affect all program areas described in this report.

### Consultations with Government—Building an Effective Partnership

The MNC believes that effective consultations with the federal and provincial governments is essential to a productive working relationship. Full and open consultation is a sequential process of mutual understanding, acceptance and commitment involving the Métis Nation and governments. Each stage of development is dependent upon achieving the preceding stage. As such, consultation provides a basis for both parties to collaborate effectively in resolving the complex constitutional, legal, policy, administrative and cultural issues affecting Métis. More importantly, consultation will also define the nature of the ongoing working relationships between the parties. Successful consultation depends upon all parties agreeing on how consultations occur and the format they take.

### **Objectives**

---

1. To ensure that policies formulated by the MNC are developed in cooperation and with the participation of Métis people at the national, regional, provincial and community levels.
2. To ensure that the needs, aspirations and interests of the Métis are advocated and communicated to all levels of government.
3. To respond to the federal government's commitment of establishing a new partnership with Métis people and the Métis Nation.
4. To reduce costs of consultations.

### **Priority Activities**

---

See specific policy sectors.

### **Deliverables**

---

See specific policy sectors.

### **Budget**

---

The total costs for consultations previously identified in each budget amounts to \$380,000 including the costs of convening an MNC Assembly of members.

---

## 7.0 THE MNC EXECUTIVE

---

### Background

---

The MNC Executive consists of elected representatives of the Métis people in whom decision-making authority for the MNC is vested. As currently structured, the MNC Executive is made up of the elected presidents of each of the provincial Métis associations affiliated with the MNC, one of whom is designated to be national President. In 1992, the MNC took the first steps towards instituting a Cabinet form of government by designating ministerial responsibilities for each member of the MNC executive. In 1993, it will be electing its President directly from a National Assembly composed of elected members of provincial and local executives. Direct national elections of MNC executive members by all the Métis Nation are not yet possible, owing largely to the failure to proceed with a full and complete enumeration and registration of all Métis people. Once Métis enumeration is complete, it will be possible to elect at least the President of the MNC in secret ballot elections, throughout the Métis Homeland, where all Métis will have a right to vote and to stand for election. In time, a parliamentary form of government could evolve, with a nationally-elected Métis Parliament to which Ministers would be responsible.

Convention states that, under a parliamentary system of government, such as operates in Canada, elected representatives make decisions, while the civil service administers and advises. It is very critical to differentiate the roles and responsibilities of elected officials from appointed officials. In moving towards self-government, the nature of Métis representative institutions must be changed from that of being merely an interest group to that of forming a governing body for the Métis Nation. In the process, political roles must become clearly differentiated from civil service roles.

Accordingly, the MNC budget makes special provision for the operating costs of the MNC Executive. The budget is designed, first, to provide sufficient resources to maintain a functioning executive. Currently, the MNC executive members do not receive a salary; since all executive members are also members of provincial executives, their salaries are paid for by provincial organizations, not the MNC. The only payments executive members receive from the MNC are honoraria for attending executive meetings and conferences. Starting in 1994, this arrangement will no longer be tenable since the MNC will elect a full-time President who will no longer be responsible for a provincial organization. The budget makes provision for an office of a full-time elected President.

The budget also seeks to clarify the relationship between executive functions and the civil service component of the MNC. The budget allocated to the MNC Executive is separate from the budgets allocated to administration, policy, research and program operations. The President of the MNC will be responsible for all expenditures from the MNC executive budget, subject to confirmation by the Comptroller. All payments to executive members and functions will be made from the MNC

Executive budget. The remainder of the budget will be used strictly to finance the activities set out in the Three-Year Plan and cannot be used to make payments to Executive members. This will ensure that accounts are not confused and that the MNC operates in a professional manner.

## **Objectives**

---

To develop democratic representative political institutions for the Métis Nation at the national level by transforming the MNC from an interest group structure to a governing body of the Métis Nation.

To further the movement towards self-government by establishing the governing institutions through which the Métis people will be able to take control of matters affecting their lives and their communities.

To provide for an office of a full-time elected President of the MNC.

To provide for regular assemblies of the Métis Nation with the eventual development of a Métis Parliament.

To ensure that expenditures on the executive function are clearly separate and distinguished from expenditures on the civil service component of Métis government.

## **Priority Activities**

---

1. Establishment of the Office of National President: The MNC is the only national Aboriginal organization without a full-time elected President. It is a priority for the MNC in 1994 to establish the office of a full-time national President for the Métis Nation, initially to be elected by the national Assembly of the Métis Nation, and later to be directly elected by all Métis in the Métis homeland.
2. Annual National Assembly of the Métis Nation: A national Assembly of the Métis has been held from time to time on an irregular basis. The MNC seeks to place the Assembly on a more constant footing by ensuring that national assemblies are held at least once a year, starting in 1994. The Assembly would elect the President of the MNC, would adopt any necessary resolutions and by-laws that may be required to guide the operations of the MNC over the year, and would receive and examine reports on the MNC's activities and finances for the fiscal year. Eventually, the Assembly would be transformed into a Parliament of the Métis Nation with legislative powers pursuant to self-government arrangements negotiated with the Government of Canada and the provinces.

## **Deliverables**

---

N/A

## **Personnel Requirements**

---

A secretary for the Office of the National President of the Métis Nation.

## **Budget**

---

The following budget includes all the costs of the Executive functions and offices of the MNC, including the salary of a full-time President; support services (secretary) for the President's Office; travel and expenses for the President's Office; travel, expenses and honoraria for other board members to attend executive meetings; and the cost of holding an annual Assembly of the Métis Nation. It is to be noted that the costs of setting up and operating a Métis Parliament are not included and would require additional funding were the Parliament to become operational over the next three years.

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
President	\$85,700	\$85,700	\$85,700
Support Services (President)	\$36,000	\$36,000	\$36,000
Travel and Expenses	\$50,000	\$51,000	\$52,020
Executive Meetings	\$60,000	\$61,200	\$62,424
Annual Assembly*	\$45,000	\$125,000	\$127,500
<b>Sub total Annual Budget</b>	<b>\$276,700</b>	<b>\$358,900</b>	<b>\$363,644</b>

\*Costs are offset in the first year owing to inherent right consultations.

Travel and expenses of the President are based on 25 round-trips to the regions from Ottawa per year at an average cost of \$2,000 per trip. Expenses for executive meetings are based on four executive meetings per year at \$15,000 per executive meeting. The salary for the president is pegged to the salary of a Member of Parliament including the value of the tax-free expense allowance.

---

## **8.0 COMMUNITY BASED PILOT PROJECTS AND INITIATIVES**

---

---

### **8.1 HEAD START**

---

---

#### **Background**

---

The Métis National Council plans to participate in the federal government's Aboriginal Head Start initiative by putting into place over the next three years up to eight Métis Head Start pilot projects in select urban centres of the Métis Homeland. A proposal to this effect will soon be made to Health Canada. Métis locals, provincial Métis associations and existing delivery agents will be consulted on program design and sight selection for the pilot projects. The budget estimates provided in this section on the costs of the pilots are preliminary evaluations based on the U.S. experience.

---

#### **Objectives**

---

To establish Métis Head Start projects in select urban areas of the Métis Homeland designed:

- to provide educational background and skills to Métis children between the ages of 3 and 5 years in order to better prepare them to enter the school system;
- to provide a comprehensive health care system - medical, dental, mental health and nutritional services - to Métis children between the ages of 3 and 5 years;
- to provide Métis children with knowledge and information on Métis history and culture and to improve self-esteem and pride in their people;
- to involve parents in the education and health programs in order to improve the family's attitude towards child rearing;
- to identify Métis families in need and, if necessary, refer them to agencies able to assist them.

## **Priority Activities**

---

**Program Specifications:** Program design and site selection for pilot projects must be completed as soon as possible. The MNC is currently developing an initial program design which will be presented to Health Canada and to relevant groups and organizations within the Métis Homeland. Following consultations, a definitive program design will be developed and communities selected for the pilots.

**Start-Up:** Subject to the results of the consultation process, the MNC would propose to set-up four pilot projects in the first year of program operation. Start up includes identifying project participants, selecting and renovating locales, hiring necessary staff, providing materials, setting up Parents' Councils, and registering children.

**Development of Métis Teaching Materials:** The materials provided to staff to teach and care for Métis children should be sensitive to the unique history and culture of the Métis people, and should help instill in Métis children a knowledge of and pride in who they are as a people. Such teaching materials are not currently available. A Métis Head Start Program would initiate special projects to develop these teaching materials in the form of videos and printed text.

**Program Operation:** Once a pilot has started up, the program must continue to operate for the duration of the pilot, necessary adjustments made to the program to meet local circumstances and experience, and information gathered to evaluate the success and impact of the pilot.

**Program Extension:** As federal funding for the program increases in years 2, 3 and 4 of the pilot initiative, additional pilot projects would be set up. By year 3, the MNC would hope to have at least 8 Métis Head Start pilots off the ground.

**Program Evaluation:** Each of the pilots will be asked to gather and furnish information needed to complete an evaluation of the program along the lines drawn by the national Metis Head Start Secretariat in consultation with the federal government and participants in the pilot project.

## **Expected Outcomes**

---

Métis Head Start pilot projects in urban centers throughout the Métis Homeland.

## **Detailed Budget**

---

Estimates of project costs have been developed on the basis that the Métis Head Start program would provide services and function in a manner similar to Head Start projects in the United States. For the purposes of this submission a Head Start Project is a Métis Head Start program in one urban area. Each project could manage a number of local facilities throughout the urban area, where classes would actually be held. For the purposes of this submission, it is assumed that each project would be responsible for four facilities and that each facility would have two classes. Each

class would in turn be composed of from 15 to 20 children between the ages of 3 and 5. Consequently, each project would, under these assumptions, provide services for 120 to 160 children and their parents.

Each Project would have a staff comprising of a Project Manager who would be responsible for the overall direction of the Métis Head Start Program in the urban area. The Manager would be assisted by an Education Coordinator, responsible for curriculum development and education administration; a Health Coordinator responsible for ensuring that children receive proper medical attention; a Nutritionist responsible for planning menus, ensuring that special diets are prepared where required and for working with parents in improving eating habits; a Family Services Coordinator, responsible for communicating with parents and overseeing the work of Family Service Councilors in each local facility; a Special Services Coordinator responsible for preparing necessary programs for children with special needs; and a Parent Coordinator responsible for organizing parent volunteers and working with the Parents Councils. All these services would be provided centrally for the entire urban area.

Each facility would be staffed by a Family Services Coordinator, responsible for the overall management of the facility as well as for providing services to the children and their families. The case load of a Family Services Coordinator should not exceed 35 children. Each class of 15 to 20 children would be staffed by one teacher, two teachers' aides and one parent volunteer. The Métis Head Start program would seek to ensure a staff to child ratio of 1:4.

In addition, each facility would require a cook to prepare meals for the children, a custodian to keep the place clean and maintain the premises, and a bus driver to transport the children to and from the facility. The following sets out the estimated cost of one pilot project based on the above assumptions:

#### Personnel

1 Project Manager	\$48,000
1 Nutritionist	\$30,000
1 Education Coordinator	\$40,000
1 Family Service Coordinator	\$40,000
1 Parent Coordinator	\$36,000
1 Special Services Coordinator	\$36,000
1 Public Health Nurse/Health Coordinator	\$36,000
1 Financial Officer	\$28,000
4 Family Services Councillor	\$144,000
8 Teachers	\$288,000
16 Teachers' Aides	\$288,000
4 Bus driver (part-time)	\$60,000
4 Cooks	\$90,000
2 Custodians (1/2 time)	\$36,000
1 Secretary	<u>\$24,000</u>
TOTAL STAFF	\$1,224,000

Occupancy Costs	\$150,000
Child Travel	\$50,000
Staff Travel	\$20,000
Supplies and Equipment	\$120,000
Health Costs (e.g., dental work for children)	\$25,000
<b>TOTAL ESTIMATED COSTS</b>	<b>\$1,589,000</b>

### **Summary Budget**

---

The following table sets out the anticipated cost of the Head Start Pilot Projects the MNC intends to put into place. The estimates are based on setting up 4 pilot projects in the first year of operation, two more in the second year, and two more in the third year, for a total of eight Métis Head Start projects, serving from 960 to 1280 children by year three.

Activity	Year 1	Year 2	Year 3
Operating Costs	\$6,356,000	\$9,600,000	\$12,800,000
Start-Up Costs	\$192,000	\$96,000	\$96,000
Consultations	\$58,333	\$58,333	\$58,333
Parents' Councils	\$120,000	\$160,000	\$200,000
Special Projects	\$100,000	\$800,000	\$800,000
Coordinating Committee	\$100,000	\$287,600	\$287,600
<b>Total</b>	<b>\$6,926,333</b>	<b>\$11,001,933</b>	<b>\$14,241,933</b>

Coordinating Committee costs refer to the cost of organizing periodic meetings of the central policy committee of the Métis Head Start Program, which will group parent representatives, managers and staff of each Métis Head Start project, and National Office staff together with relevant experts. The Committee will establish matters such as selection criteria and will be required to meet fairly frequently (i.e. once a month).

Ongoing Evaluation Costs are not separately identified since they will be borne in part by national office, in part by Parents' Councils, and in part by the Operating Costs of the Pilot Projects. Note that if the federal government decides in Year 3 to undertake a separate evaluation of the Program, costs of that evaluation will likely be additional to the costs set out in these projections.

---

## **8.2 METIS YOUTH CORE**

---

### **Background**

---

The MNC has submitted a Youth Service Canada (YSC) proposal to Human Resources Development Canada. It calls for a Métis Youth Service team to develop a Master Trail System throughout the Métis Homeland. Over a three year period the Métis Youth Service will create a master trail network to serve the burgeoning eco-tourist market.

The combination of outstanding wilderness experience and the Métis cultural identity will result in a powerful tourism product. To this end, our Métis Youth Service team will compile an index of Métis cultural activities which could be blended into the outdoor experience.

In year one of the Métis Youth Service, Two Master Trail Routes will be developed. Route One will start at the Methye Portage and travel to Hudson Bay. It will follow the Churchill River and cross to the Seal River for the final 260 km to Hudson Bay. Route Two will start from the Methye Portage and head north along the Clearwater River and north to Yellowknife. The project has received the endorsement of the Heritage Rivers Branch of the National Parks Directorate.

### **Objectives**

---

The mission of the Métis Youth Service is to promote self-reliance, care and respect for others, responsibility to the community and concern for the environment. The programme will help participating Métis youth to define their own values and objectives through experience and education.

The MNC is confident these objectives will result in a high quality, accurately targeted and cost-effective project.

### **Priority Activities**

---

1. To secure the financial support from Human Resources Development Canada.
2. To recruit Métis youth who have abilities and interest in outfitting and tourism development.
3. To organize food and equipment.
4. To organize volunteers.
5. To attract business interest in supplying product and assistance to the Metis Youth Service.

5. To co-ordinate activities with the Heritage Rivers personnel from Environment Canada.
6. To establish a framework for programme activity.

### **Expected Outcomes**

---

1. Two Master Trails will be fully described.
2. An analysis will be carried out of the trails with recommendations for improvements.
3. A plan will be created for future master trails.
4. The trails will be completed.

### **Human Resource Requirements**

---

Year 1: two part time guides to organize and recruit the Metis Youth Service. These guides would accompany the two teams and serve as instructors for outdoor skills. Also accompanying the teams would be volunteers and personnel from the Heritage Rivers Branch of Environment Canada.

### **Budget**

---

The Metis Youth Service Core is expected to cost \$200,000. The majority of these funds will go directly to participants, who will receive a regionally-determined stipend and a completion bonus of not less than \$2,000.00. The bonus will be in the form of a voucher that participants can redeem to:

- cover the costs for going back to school
- subsidize wages at another job, pay for daycare while working or cover travel costs to get a job
- use a collateral for a small business loan
- repay student loans

---

## **8.3 COMMUNITY DEVELOPMENT PILOTS**

---

### **Background**

---

Among the tasks to be completed in the Human Resources and Community Development sectors over the next three years, the MNC places great priority on establishing Community Economic Development institutions in select Métis communities. These would operate much like CEDO's do currently on Indian reserves. They would enable the community to develop an economic development strategy, take equity positions in public and private businesses locating in the community, foster the development of Métis business, and provide training programs to Métis to enable them to take advantage of emerging employment opportunities.

### **Objectives**

---

1. To develop the Métis communities capacity to take control of its economic development future.
2. To increase the number of Métis Entrepreneurs and the establishment of more Métis businesses.
3. To increase the amount of private and public sector investment in Métis businesses and in the Métis community generally.
4. To expand the capital bases of existing Métis institutions and to diversify the developmental services of Métis economic and social development institutions.
5. To have the means to participate in the changing Canadian economy.

### **Priority Activities**

---

1. The MNC would commence the detailed design of a model economic community development institutions with a wide range of functions in concert with four selected communities in the Métis homeland.
2. Consultations with existing Métis development institutions and personnel to determine site selection as well as identifying the people and institutions that would play a role in the Community Development Institution.
3. In concert with the Department of Industry and the Department of Human Resources Canada to establish evaluation criteria and procedures to gauge the effectiveness of the pilot initiative.

4. Discussions with public and private sector funding sources to determine the exact resource contributions of the participating institutions and agencies.
5. To determine the capacity building measures including training and professional development that will be required to support an effective Institutional developmental capacity.
6. Following adoption of Community development models, site selection and securing the interest and participation of all developmental institutions and individuals implementing the pilots.

### **Expected Outcomes**

1. Increased Capacity of Métis to become self sustaining and productive members of Canadian society.
2. Development of an ongoing capacity for community and economic planning through the establishment of Métis Community Economic Development Institutions.
3. Establishment of Small Business Resource Centers to assist Métis entrepreneurs start and manage businesses.
4. Feasibility Study of Merging of Métis ACC's and their integration with Métis community development initiatives.

### **Organization**

Each pilot project would be under the management and supervision of a Community Economic Development Coordinating Committee. The Committee would be composed of key Métis, business, union, educational and public representatives who would meet to oversee the development and implementation of a Community Economic Development Strategy.

Each Committee would be assisted in its work by a full time professional staff composed of the following:

- One Project Manager in each location to oversee all operations.
- Two persons responsible for dealing with local and regional enterprises to ascertain their employment needs, to negotiate agreements with private and public enterprises over the placement of qualified Métis candidates, and to assist Métis job-seekers secure employment.

- One person responsible for administering the financial assistance programs put into place to assist Métis persons continue their education.
- One person responsible for administering programs to assist Métis entrepreneurs obtain capital to launch business enterprises and to encourage entrepreneurs generally to establish in Métis communities.
- One person responsible for programs directed at Métis people to inform them of the type of jobs available in the future, of the importance of education and of continuing education, and to steer them to appropriate resources.

### Detailed Budget

---

The following details the anticipated annual cost of operating a Community Economic Development pilot project.

#### Personnel Costs

Project Manager:	\$60,000 x 1 = \$60,000
Employment Liaison Officer	\$45,000 x 2 = \$90,000
Financial Assistance Officer	\$45,000 x 1 = \$45,000
Business Development Officer	\$45,000 x 1 = \$45,000
Communications Officer	\$45,000 x 1 = \$45,000
Support Staff	\$30,000 x 2 = <u>\$60,000</u>
Total	\$345,000

#### Operating Costs

Office Supplies, Telephone, etc.	\$50,000
Rent	\$20,000
Travel and Accommodation	<u>\$5,000</u>
Total	\$75,000

#### Capital Costs

Office Equipment	<u>\$60,000</u>
Total	\$60,000
 TOTAL	 \$480,000

## Summary Budget

---

The following sets out the budget for establishment of four Community Economic Development pilot projects, assuming that all four projects could become operational in the first year. The costs of operating programs are not included as part of the pilots since program costs would be derived largely from existing federal government expenditures on community development, aboriginal business development, the ACC's and training programs.

Activity	Year 1	Year 2	Year 3
Personnel	\$1,500,000	\$1,500,000	\$1,500,000
Operating Costs	\$300,000	\$307,000	\$315,000
Capital Costs	\$240,000		
<b>Total</b>	<b>\$2,040,000</b>	<b>\$1,807,000</b>	<b>\$1,815,000</b>

---

## 8.4 EMPLOYMENT EQUITY COORDINATORS

---

### Background

---

The Metis National Council is committed to the employment and training of Metis people. Metis people are a disadvantaged group and as with other Aboriginal groups, have a history of high rates of unemployment. They have historically been discriminated against and continue to be denied employment opportunities. Unless special opportunities are created for them, especially the women and disabled members, the Metis will continue to suffer disadvantages and high unemployment.

The *Employment Equity Act* was intended to achieve equality in the workplace by identifying and removing barriers to the employment of designated groups (one of which is Aboriginal people) and attempt to ensure they obtain a level of employment which is at minimum proportionate to their representation in the workforce as defined by qualification, eligibility and geography. The *Act* has not been successful in this regard.

The new government is committed to improving employment opportunities for the Aboriginal people of Canada and will be examining amendments to improve the *Act*. Many reports addressing Employment Equity for Aboriginal people have recommended that Aboriginal people manage their own delivery systems for their people and communities in developing a workforce capable of managing the increasing number of programs and services inherent in self-governance initiatives. This proposed initiative will assist in this process.

The initiative would involve placing Métis Employment Equity Coordinators in each of the provinces and territories of the Métis homeland. Responsibility for coordinating the activities of these coordinators would lie with the HRDP staff at national office. Each coordinator would be responsible for:

- negotiating with relevant federal and provincial government departments and agencies the placement of qualified Métis personnel in public sector employment;
- identifying the skills and training needs of private and public sector employers and coordinating with federal, provincial and Métis training program agents to ensure that Métis obtain the required skills and training;
- negotiating with private sector employers the placement of qualified Métis persons in their enterprises to respect the employment equity provisions currently in force;
- assisting in the preparation of presentations to governments on employment

equity;

- liaising with regional aboriginal management boards to address the employment needs and potentials of Métis people;
- liaising with National Office and local employment offices to establish employment opportunities and trends.

The appointment of Métis Employment Equity Coordinators would ensure a proactive approach and better coordination of employment efforts than has been possible up to now. The program should be established for an initial three year period. An interim evaluation of the program should be completed after 18 months, and a final evaluation at the end of three years. If successful in placing Métis in public and private sector positions, in breaking down barriers to employment, and in establishing better coordination between employment requirements and Métis skills, the program would be continued indefinitely

### **Objectives**

---

1. To increase the representation of Metis people in the work force, through improved employment opportunities for Metis people
2. To eliminate discriminatory barriers in hiring practices and the work place.
3. To ensure a better coordination between the skills and educational levels of Metis people and the requirements of the labour market.
4. To communicate to Canadians generally the importance of removing barriers to employment for Métis people and to promote employment equity for Métis and all aboriginal peoples.

### **Priority Activities**

---

1. Select and train six Métis Employment Equity Coordinators.
2. Negotiate for the placement of the Coordinators in the provincial or regional offices of the associations affiliated to the MNC.
3. Ensure the integration of the Employment Equity Coordinators with the HRDP.

Develop in conjunction with the federal government an evaluation plan and program in order to test the success of this initiative.

## **Expected Outcomes**

---

1. Increased employment within the Metis Nation of Canada and eventually less reliance on government programs.
2. Increased exchange of information beneficial to Metis communities and individuals as well as government and private sectors. Metis communities and individuals will benefit from information on upcoming employment opportunities. Improved decision making within government and private sectors as a result of information and input from Coordinators.
3. Identification and communication of future trends in employment and various occupational categories which will place Regional Aboriginal Management Boards in a better position to identify training needs and make decisions on future training programs.
4. Increased knowledge and understanding of the Metis Nation, communities and people of Canada resulting in less exclusion and discrimination against Metis individuals in the hiring and employment process.

## **Organization**

---

Personnel requirements are six Métis Employment Equity Coordinators. Responsibility for the training and coordination of the program will be assumed by MNC HRDP staff in Ottawa.

## **BUDGET**

---

<b>Activity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
Staff (6 @ 48,000)	\$288,000	\$288,000	\$288,000
Operations	\$138,000	\$141,000	\$145,000
Travel	\$64,000	\$64,500	\$64,000
Training	\$30,000	\$10,000	\$10,000
<b>TOTAL</b>	<b>\$520,000</b>	<b>\$463,500</b>	<b>\$468,000</b>

## **8.5 Museum of the Métis**

---

### **Background**

---

The MNC has commissioned a study on the feasibility of creating a Museum of the Métis. If the concept is viable, and if this is approved by the MNC, a Museum could be developed over a two year period. This would form a major program area. The activities are described in this section and the costs of this program area is indicated. Capital costs are also indicated. No revenues are shown in the first two years as the Museum would not be open. However, there would be substantial revenue in the third year.

### **Objectives**

---

1. The major objective of the creation of a Museum of the Métis is to provide a vehicle for telling the story of the Métis people from the Métis perspective.
2. The objective of the Museum is to communicate this story to Métis people and to the public at large.

### **Priority Activities**

---

1. The Board of Governors is to be appointed to assume responsibility for the direction of the Museum. It will meet three times a year and will appoint the Director/Curator, approve all other hirings and approve and monitor annual budgets.
2. The staff of the Museum is to be appointed in increments through the first two years and will have a compliment of five (5) by year 3. The key staff will work in close collaboration with the architectural consultant team, and the exhibit design team to oversee the design of the building and its initial exhibit. The staff will actively consult with Metis communities in all its activities.
3. Appoint the architectural consultant team and the exhibit design team.
4. Undertake the construction of the building.
5. Undertake the fabrication and installation of the exhibits.
6. Develop the programming activities of the Museum.
7. Open the Museum to the Metis communities and to the public.

8. Operate the Museum.

### Expected Outcomes

1. The creation of a Museum of the Metis which will serve the Metis communities and the public at large.
2. The Museum should serve as a symbol and focus for the Metis people.
3. The Museum will actively seek to communicate to the Metis people.
4. The Museum will communicate to the public at large the story of the Metis people from a Metis perspective.

### Organization

The Museum of the Metis will have its own Board and staff. It will have representation on the Board from the Metis National Council, but will operate independently.

### Details of Budget

#### Board

Representation on the Board is to provide geographic representation from each of the major Metis communities. It is assumed that a ten-person Board will be established and that three will be local. The other seven members will be required to travel to attend Board meetings (it is also assumed that there will be three meetings annually). The major Board expenditures are travel and miscellaneous expenses (telephone, fax, supplies, etc.). It is assumed support services will be provided by the Museum.

#### Board Meeting Costs

Travel	7 x \$900.00	\$6,300.00
	3 x \$50.00	\$150.00
Misc. Expenses per meeting	<u>\$550.00</u>	\$7,000.00
Total travel costs for Board Meetings (3 x 7,000)		\$21,000.00
Travel expenses for architectural consultants		\$8,500.00
Miscellaneous operating expenses		<u>\$3,000.00</u>
		\$32,500.00 per year

Staff

It is assumed the Museum will be built and equipped in two years and staffing will take place in increments. It is further assumed that there will be considerable volunteer assistance.

<u>Staff</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>
Director/Curator	\$37,500	\$50,000	\$50,000
Educator/Programmer	\$8,500	\$35,000	\$35,000
Asst. Educator/Programmer			\$30,000
Marketing Director		\$17,500	\$35,000
Secretary/Receptionist		\$25,000	\$25,000
	<u>\$46,000</u>	<u>\$127,500</u>	<u>\$175,000</u>
Misc. Program Expenses	\$ 9,000	\$ 25,500	\$ 35,000

Building

It is assumed that the building will be 35,000 square feet (325M<sup>2</sup>) for these purposes.

Energy Costs	\$5 psf x 35,000 sq ft	\$175,000
Maintenance & Operations	\$3 psf x 35,000 sq ft	<u>\$105,000</u>
		\$280,000

Capital Budgets

These are very preliminary estimates as there is no budget consent at this stage. The costs are based on the following assumptions: there will be a building of 35,000 sq ft (325M<sup>2</sup>) there will be 6,000 sq ft of exhibit development.

Construction	35,000 sq ft x \$150 per sq ft	\$5,250,000
Design Fees		525,000
Exhibits	6000 sq ft x \$225 per sq ft	\$1,350,000
Design Costs	6000 sq ft x \$75 per sq ft	\$ 450,000

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>
Design	\$400,000	\$125,000	-
Construction	\$1,575,000	\$3,675,000	-
Design (Exhibits)	\$250,000	\$200,000	-
Exhibit (Fabrication)	<u>\$350,000</u>	<u>\$1,000,000</u>	-
Totals	\$2,575,000	\$5,000,000	

Gross Revenue

Admissions	60,000 x \$2.50	\$150,000.00
Gift Shop	60,000 x \$2.00	\$120,000.00
Other Revenues		<u>\$50,000.00</u>
Total		<u>\$320,000.00</u>

The items listed above is revenue generated by the Museum itself. It is assumed there will be support in terms of government programs and support from the communities.

Summary Budget

Activity	Year 1	Year 2	Year 3
<b>OPERATING COSTS</b>			
Board Activities			
Travel	21,000	21,000	21,000
Community Consultation	8,500	8,500	8,500
Misc. Operating Expenses	3,000	3,000	3,000
<b>STAFF ACTIVITIES</b>			
Salaries	46,000	127,500	175,000
Operating Expenses	9,000	25,500	35,000
<b>BUILDING ACTIVITIES</b>			
Energy Costs	0	87,500	175,000
Maintenance & Operation	0	52,500	105,000
<b>TOTAL OPERATING COSTS</b>	<b>\$87,500</b>	<b>325,500</b>	<b>522,500</b>
<b>REVENUE GENERATION</b>			
Admissions	0	0	150,000
Gift Shop	0	0	120,000
Other Activities	0	0	50,000
Grants & Assistance	0	0	200,000
<b>TOTAL REVENUE GENERATED</b>	<b>0</b>	<b>0</b>	<b>520,000</b>
<b>CAPITAL COSTS</b>			
<b>BUILDING ACTIVITIES</b>			
Land Costs			
Building Design	400,000	125,000	0
Building Construction	1,575,000	3,675,000	0
Furnishings & Equipment	0	350,000	0
Site Development	0	300,000	0
<b>EXHIBIT ACTIVITIES</b>			
Exhibit Design	250,000	200,000	0
Exhibit Fabrication	350,000	1,000,000	0
<b>TOTAL CAPITAL COSTS</b>	<b>\$2,575,000</b>	<b>\$5,650,000</b>	<b>\$0</b>

Expenditure	1994/95	1995/96	1996/97
<b>Governance/Inherent Right Consultations</b>			
<b>Inherent Right Consultations (1st Quarter)</b>			
Constitutional Development			
Assembly to Review Inherent Right	\$80,000		
Federal/Provincial/Metis Nation Consultations	\$40,000		
Enumeration Technical Committee	\$22,000		
Communications	\$13,937		
Operations and Admin.	\$15,579		
Corporate Services	\$18,073		
<b>Sub total Inherent Rights</b>	<b>\$189,589</b>		
<b>Governance (2-4 Quarters)</b>			
Self-government Coordinator	\$59,113	\$59,113	\$59,113
Financial Systems Analyst	\$55,000	\$55,000	\$55,000
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$70,000	\$71,400	\$72,828
MNC Technical Committee on Self-government	\$80,000	\$81,600	\$83,232
Professional Services	\$120,000	\$120,000	\$120,000
Communications	\$40,058	\$40,859	\$41,676
Operations and Admin.	\$44,777	\$45,673	\$46,586
Corporate Services	\$51,944	\$52,983	\$54,043
<b>Sub total Annual Budget</b>	<b>\$544,907</b>	<b>\$550,643</b>	<b>\$556,493</b>
<b>Human Resource Development</b>			
Senior Manager/Policy Analyst	\$65,352	\$65,352	\$65,352
Economist/ Statistician	\$54,151	\$54,151	\$54,151
Community Human Resource Liaison Officer	\$41,628	\$41,628	\$41,628
Administrative Support	\$24,016	\$24,015	\$24,015
Travel	\$20,000	\$20,400	\$20,808
Consultation	\$20,000	\$20,400	\$20,808
Communications	\$20,920	\$21,338	\$21,765
Operations and Admin.	\$23,384	\$23,852	\$24,329
Corporate Services	\$27,127	\$27,670	\$28,223
<b>Sub total Annual Budget</b>	<b>\$296,578</b>	<b>\$298,806</b>	<b>\$301,079</b>
<b>Community Development</b>			
Community Development Coordinator	\$59,113	\$59,113	\$59,113
Community Development Pilot Manager		\$46,702	\$46,702
Admin. Support	\$12,008	\$24,015	\$24,015
Travel	\$20,000	\$20,400	\$20,808
Consultation	\$20,000	\$20,400	\$20,808
Community Development Committee	\$20,000	\$20,400	\$20,808
Communications	\$12,870	\$13,127	\$13,390
Operations and Admin.	\$14,386	\$14,674	\$14,967

Corporate Services	\$16,688	\$17,022	\$17,362
<b>Sub total Annual Budget</b>	<b>\$175,065</b>	<b>\$235,853</b>	<b>\$237,973</b>
<b>Health Policy</b>			
Health Coordinator	\$59,113	\$59,113	\$59,113
Health Policy Advisor	\$50,388	\$50,388	\$50,388
Community Liaison Project Officer	\$41,628	\$41,628	\$41,628
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$30,000	\$30,600	\$31,212
Consultation	\$70,000	\$71,400	\$72,828
Metis Health Conference		\$140,000	
Communications	\$21,117	\$21,539	\$21,970
Operation and Admin.	\$23,604	\$24,076	\$24,558
Corporate Services	\$27,382	\$27,930	\$28,488
<b>Sub total Annual Budget</b>	<b>\$347,247</b>	<b>\$490,689</b>	<b>\$354,200</b>
<b>Head Start</b>			
Head Start Coordinator	\$59,113	\$59,113	\$59,113
Community Liaison Project Officer	\$40,776	\$50,388	\$50,388
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$25,000	\$25,500	\$26,010
Start Up Consultations	\$60,000	\$61,200	\$62,424
Communications	\$20,504	\$20,914	\$21,332
Operation and Admin.	\$22,920	\$23,378	\$23,846
Corporate Services	\$26,588	\$27,120	\$27,662
<b>Sub total Annual Budget</b>	<b>\$278,916</b>	<b>\$291,628</b>	<b>\$294,790</b>
<b>Justice Secretariat</b>			
Justice Coordinator/Analyst	\$61,450	\$61,450	\$61,450
Researcher/Coordinator	\$55,000	\$55,000	\$55,000
Police Officer (1/2 PY)	\$35,000	\$40,000	\$40,000
Administrative Support	\$24,015	\$24,015	\$24,015
Travel	\$10,000	\$10,200	\$10,404
Consultation Secretariat	\$35,000	\$35,700	\$36,414
Task Force Travel	\$40,000	\$40,800	\$41,616
Communications	\$25,565	\$26,076	\$26,598
Operations and Admin.	\$28,576	\$29,148	\$29,730
Corporate Services	\$33,150	\$33,813	\$34,489
<b>Sub total Annual Budget</b>	<b>\$347,756</b>	<b>\$356,202</b>	<b>\$359,717</b>
<b>Social Reform</b>			
Senior Policy Analyst	\$65,000	\$65,000	\$65,000
Project Manager	\$55,000	\$55,000	\$55,000
Administrative Support	\$12,008	\$24,015	\$24,015
Travel	\$10,000	\$10,200	\$10,404
Survey of Métis Dependency on Income Assistance	\$50,000	\$200,000	

Social Assistance Devolution Feasibility Study	\$50,000	\$100,000	\$100,000
Consultation	\$20,000	\$20,400	\$20,808
Communications	\$25,716	\$26,230	\$26,755
Operations and Admin.	\$28,746	\$29,321	\$29,907
Corporate Services	\$33,347	\$34,014	\$34,694
<b>Sub total Annual Budget</b>	<b>\$349,817</b>	<b>\$564,180</b>	<b>\$366,583</b>
<b>Housing Sector</b>			
Housing Project Coordinator	\$59,113	\$59,113	\$59,113
Travel	\$10,000	\$10,200	\$10,404
Financing Study and Professional Services	\$40,000	\$40,000	\$40,000
Consultation	\$20,000	\$20,400	\$20,808
Communications	\$12,673	\$12,926	\$13,185
Operations and Admin.	\$14,165	\$14,448	\$14,737
Corporate Services	\$16,433	\$16,762	\$17,097
<b>Sub total Annual Budget</b>	<b>\$172,384</b>	<b>\$173,849</b>	<b>\$175,344</b>
<b>RCAP</b>			
RCAP Co-ordinator and Liaison	\$65,000		
Travel	\$5,000		
Communications	\$6,871		
Operations and Admin.	\$7,680		
Corporate Services	\$8,909		
<b>Sub total Annual Budget</b>	<b>\$93,460</b>		
<b>Culture and Arts</b>			
Cultural Coordinator	\$59,113	\$59,113	\$59,113
Museum of Metis Phase II Project Development	\$40,000		
Genealogical Research Study	\$34,000	\$50,388	\$50,388
Travel	\$10,000	\$10,200	\$10,404
Communications	\$14,047	\$14,328	\$14,614
Operations and Admin.	\$15,701	\$16,015	\$16,335
Corporate Services	\$18,214	\$18,578	\$18,950
<b>Sub total Annual Budget</b>	<b>\$191,075</b>	<b>\$168,622</b>	<b>\$169,805</b>
<b>Enumeration and Registry System</b>			
Senior Policy Analyst		\$59,113	\$59,113
Travel	\$15,000	\$15,300	\$15,606
Professional Services Project Planning	\$90,000		
Professional Services Statistics Canada	\$66,500		
MNC Technical Committee Travel	\$30,000		
Professional Services Informatics Specialist	\$15,000		
Communications	\$20,121	\$20,523	\$20,934
Operations and Admin.	\$22,491	\$22,941	\$23,400
Corporate Services	\$26,091	\$26,613	\$27,145
<b>Sub total Annual Budget</b>	<b>\$285,203</b>	<b>\$144,490</b>	<b>\$146,198</b>

## Comprehensive Budget Overview

<b>Test Case Funding/Land Claims</b>			
In-house Legal Counsel	\$76,400	\$76,400	\$76,400
Research Assistant	\$36,000	\$24,015	\$24,015
Research Services (Contracted out)	\$60,000	\$60,000	\$60,000
Travel	\$15,000	\$15,300	\$15,606
Communications	\$16,039	\$16,360	\$16,687
Operations and Admin.	\$17,928	\$18,287	\$18,652
Corporate Services	\$20,798	\$21,214	\$21,638
<b>Sub total Annual Budget</b>	<b>\$242,165</b>	<b>\$231,575</b>	<b>\$232,999</b>
<b>Environmental Affairs</b>			
Senior Analyst	\$59,113	\$60,000	\$60,000
Project Officer/Development	\$50,000	\$50,000	\$50,000
Travel and Expenses	\$20,000	\$20,400	\$20,808
Communications	\$12,673	\$12,926	\$13,185
Operations and Admin.	\$14,165	\$14,448	\$14,737
Corporate Services	\$16,433	\$16,762	\$17,097
<b>Sub total Annual Budget</b>	<b>\$172,384</b>	<b>\$174,536</b>	<b>\$175,827</b>
<b>International Affairs</b>			
Director	\$60,000	\$60,000	\$60,000
Research Assistant	\$36,000	\$36,000	\$36,000
Travel	\$35,000	\$35,700	\$36,414
Special Studies/Analysis	\$25,000	\$25,000	\$25,000
Communications	\$15,312	\$15,618	\$15,931
Operations and Admin.	\$17,115	\$17,457	\$17,806
Corporate Services	\$19,855	\$20,252	\$20,657
<b>Sub total Annual Budget</b>	<b>\$208,282</b>	<b>\$210,028</b>	<b>\$211,808</b>
<b>Economic Development</b>			
Economic Development Coordinator	\$59,113	\$59,113	\$59,113
Financial Services Study	\$35,000		
Procurement Study	\$35,000		
Master Plan Implementation plan	\$150,000	\$50,000	\$50,000
Communications	\$17,580	\$17,932	\$18,290
Operations and Admin.	\$19,651	\$20,044	\$20,445
Corporate Services	\$22,796	\$23,252	\$23,717
<b>Sub total Annual Budget</b>	<b>\$339,140</b>	<b>\$170,341</b>	<b>\$171,565</b>
<b>Sub-total Budget Estimates</b>	<b>\$4,233,967</b>	<b>\$4,061,442</b>	<b>\$3,754,381</b>
<b>Executive Costs</b>			
President	\$85,700	\$85,700	\$85,700
Support Services (President)	\$36,000	\$36,000	\$36,000

Travel and Expenses	\$50,000	\$51,000	\$52,020
Executive Meetings	\$60,000	\$61,200	\$62,424
Annual Assembly	\$45,000	\$125,000	\$127,500
<b>Sub total Annual Budget</b>	<b>\$276,700</b>	<b>\$358,900</b>	<b>\$363,644</b>
<b>Total Budget Estimates</b>	<b>\$4,510,667</b>	<b>\$4,420,342</b>	<b>\$4,118,025</b>
<b>Operations And Admin. (Summary)</b>			
Office Space	\$144,000	\$146,880	\$149,818
Telephone/Fax	\$70,000	\$71,400	\$72,828
Equipment Acquisition	\$45,000	\$45,900	\$46,818
Office Supplies	\$20,000	\$20,400	\$20,808
Printing	\$35,000	\$35,700	\$36,414
Postage/Courier	\$20,000	\$20,400	\$20,808
Office Services	\$10,000	\$10,200	\$10,404
Legal	\$10,000	\$10,200	\$10,404
Equipment Maintenance	\$20,000	\$20,400	\$20,808
Resource Material	\$15,000	\$15,300	\$15,606
<b>Sub total</b>	<b>\$389,000</b>	<b>\$396,780</b>	<b>\$404,716</b>
<b>Corporate Services (Summary)</b>			
Corporate Secretary	\$79,300	\$79,300	\$79,300
Comptroller	\$66,591	\$66,591	\$66,591
Office Manager/Personnel Administrator	\$43,229	\$43,229	\$43,229
Bookkeeper/Financial Admin.	\$34,338	\$34,338	\$34,338
Administrative Support (3)	\$72,045	\$72,045	\$72,045
Receptionist	\$20,126	\$20,126	\$20,126
Travel	\$20,000	\$20,400	\$20,808
Audit	\$15,000	\$15,300	\$15,606
Operations and Admin.	\$33,199	\$33,863	\$34,540
<b>Total</b>	<b>\$383,828</b>	<b>\$385,192</b>	<b>\$386,583</b>
<b>Communications (Summary)</b>			
Communications Coordinator	\$59,113	\$59,113	\$59,113
Communications Assistant	\$36,560	\$32,124	\$32,124
Report Production (4 @ \$15,000)	\$60,000	\$61,200	\$62,424
Newsletter (4 issues @ \$8,350)	\$33,400	\$34,068	\$34,749
Annual Report	\$20,000	\$20,400	\$20,808
Resource Centre	\$20,000	\$20,400	\$20,808
Promotion Material	\$22,000	\$22,440	\$22,889
Travel	\$20,000	\$20,400	\$20,808
Operations and Admin.	\$24,931	\$25,430	\$25,938
<b>Total Annual Budget</b>	<b>\$296,004</b>	<b>\$295,575</b>	<b>\$299,661</b>