



THE CURVE LAKE COMPREHENSIVE COMMUNITY PLAN

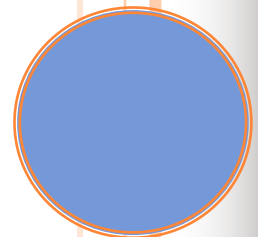
Technical Document

This document is the technical support document for the published version of the Curve Lake Comprehensive Community Plan. This document includes all supporting data, research and evaluation provided by the Project Team.

2009



crane aboriginal
management services



THE CURVE LAKE COMPREHENSIVE COMMUNITY PLAN

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AUTHOR'S COMMENTARY

The community of Curve Lake First Nation, upon evaluation, is a stable, well managed, conservative and reactive place. When examining numbers, data, financial position and the community as a whole, a very positive picture is presented. When meetings and evaluations take place behind closed doors, very little negativity flows through and positive feedback is often received. When you walk the streets, however, there is a perception or feeling that Curve Lake is somehow lagging behind – is somehow not living up to the standard of the average “Curve Laker”.

The reasons for these feelings are never consistent from one resident or employee to another. It is simply a feeling that there is something missing – that the Curve Lake First Nation should be something more. I wish I could say that our research pinpointed why that feeling exists and what makes that perception evident. I also wish were able to say that Curve Lake is everything it can be – that there is no room for improvement. We weren't able to. We were, however, able to identify a number of key issues, concepts and areas of concern for the First Nation that must be addressed either today, in the near future or sometime down the road. We are confident that if the First Nation were to undertake all of the activities we suggest, that this feeling would become less evident and that the First Nation and the community's perception of the community would be more in line with each other.

So, where is Curve Lake today? As we completed our research, an analogy came to mind. If the Curve Lake First Nation were analogous to a war canoe of our ancestors, we would be a people with a solid vessel; we would have the proper equipment to propel our vessel (paddles, life jackets, etc.); and we would have the knowledge and ability to make our paddles move effectively. We, the Curve Lake First Nation, have the tools in place, but our canoe lacks direction and purpose. We have no place to go. We as a community, focus diligently on keeping the vessel steady. We focus on not sinking our canoe. We allow the environment around us to push us from place to place, purpose to purpose, financial position to financial position. As a member of the Curve Lake First Nation, I do find some comfort in the fact that the Curve Lake First Nation won't sink. That we will always be steady, stable and afloat.

As a member of the Curve Lake First Nation I also wonder what would happen if we worked together and actually put our paddles in the water and went somewhere. What would happen? We may falter and almost sink. Given the results of our research of the Curve Lake First Nation, I personally feel we would accelerate. We would go places. We would achieve.

It is with though in mind that the theme for the Comprehensive Community Plan be “Paddles Up!” The Curve Lake First Nation must lift our paddles from the gunwales, up in the air and get ready to paddle in one unified and targeted direction. Let's get our paddles up and if nothing else, position ourselves to be ready to accelerate forward. Let's take an active position instead of reacting to environment around us. Let's control our future move to the beat of our own drum.



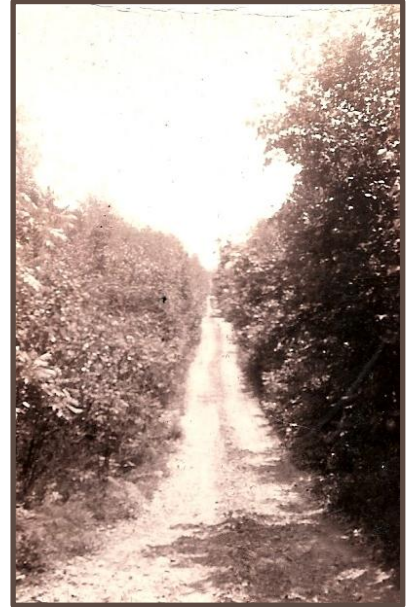
INTRODUCTION

The Technical Document is a supplemental document to the published, condensed version of the Curve Lake Comprehensive Community Plan. This document is comprised of all of the detailed research and findings that took place from January 2009 - April 2009. The document is broken down into four key components of our evaluation:

1. The People of Curve Lake
2. The Lands of Curve Lake
3. The Financial Position of Curve Lake
4. The Administration of Curve Lake

These four component areas allow for a comprehensive review of the community and allow for planning that incorporates all aspects of the current First Nation. It is important to keep in mind that this is not an evaluation of the Administration Office, but is a plan to better Curve Lake First Nation – the Community – as a whole.

The remainder of this document will provide the necessary documentation to justify assumptions and conclusions made in the evaluation and development of the Curve Lake Comprehensive Community Plan.



THE PEOPLE OF CURVE LAKE

Place-making requires attention to several important factors of a location -- cultural, aesthetic, technical, and systems considerations -- and how these impact the land, the people, and their livelihoods. What counts is whether human settlements are made up of functional neighbourhoods at the scale of the territories involved. Integral to this is consideration of the thoughts, feelings, opinions, and circumstances of the people that are being planned for.



Population Analysis

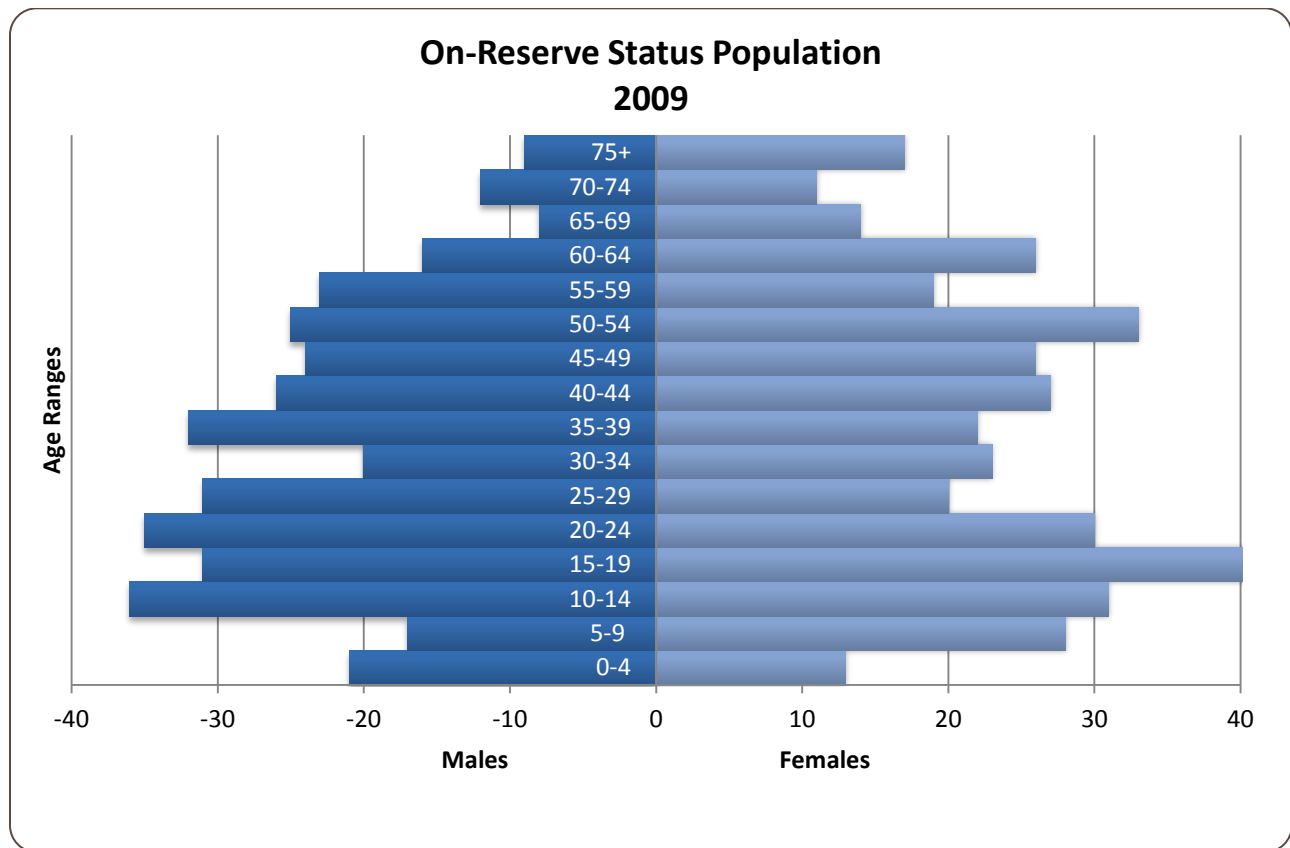
The current population of First Nation communities are constrained by the Indian Act, which determines who has a legislated right to live on a reserve and belong to a First Nation community. The intricacies of the various status categories, the location of people on and off reserve, the ties of friendship and family, as well as business opportunities means that the population of a community can often become a complex mix of individuals with varying levels of rights, responsibilities and obligations. External influences such as Provincial

or Federal legislation and demographic forces in the surrounding region also increase the way a First Nation population will grow and evolve.

This examination pertained mainly to the population On-Reserve, although some consideration was taken of those off-Reserve. Indian Registry information for January 2009 was used to understand the current status-member portion of the population. Of course, these numbers do not include late reporting of births, deaths, or those who have recently left or returned to live On-Reserve. Some adjustments were possible using information gathered from discussions with staff and data previously collected in other technical reports prepared for Curve Lake.

As of January 2009, there were 1,797 status members belonging to Curve Lake First Nation. Of these, 747 reside On-Reserve, 1,050 reside Off-Reserve. The On-Reserve population is almost evenly distributed between women and men – 380 being female, 367 being male. Figure 1 below, known as a “population pyramid”, illustrates the distribution of the sex and age characteristics of the On-Reserve status population. The small number of children under the age of ten is related to those demographic factors that produce an aging population and a declining family size. It is also a reflection of status extinguishment due to Bill C-31, and to late registrations. It is estimated that there are 27 people on reserve who are eligible for Indian Status who have not yet been registered.

Figure 1



The shape of this pyramid graph shows some indication of the “Baby-Boom” and “Gen-X” bulges typical of the general Ontario population (2006). But, the registered portion of the On-Reserve community is slightly younger than average, compared to Ontario as a whole, particularly in its child, youth, and elder populations.

Table 1: Registered Population Distribution Comparison

Age Cohort	Curve Lake On-Reserve		Curve Lake Off-Reserve		Ontario	
0-4	34	4.6%	35	3.3%	0.7 mil	5.5%
5-14	113	15.1%	103	9.8%	1.5 mil	12.7%
15-19	70	9.4%	73	7.9%	0.8 mil	6.9%
20-49	316	42.3%	532	50.7%	5.2 mil	43.1%
50-64	143	19.1%	195	18.6%	2.2 mil	18.3%
65+	71	9.5%	112	10.7%	1.7 mil	13.6%
TOTAL	747	100%	1050	100%	12.2 mil	100%

However, these numbers do not indicate the already significant impact of Bill C-31. Since 1985, the First Nation population in Canada has been divided into several status categories, depending on the status of both parents. A child of a “6.1” parent will always be registered as a Status Indian, although the category is dependent of that of the other parent. A child of a “6.2” parent will either lose the right to Indian Status completely, or step up to the “6.1” status category. Therefore, the number of “6.2” people in a community is a vital determinant of how the registered portion of that community will continue to evolve. The impact for Curve Lake is indicated in Table 2 and displayed on Figure 2. Of the Total registered population (On + Off), forty-one percent are “6.2” and fifty-nine percent are “6.1”. There is no record of children from “6.2” parents who have lost the right to status under Bill C-31. On-Reserve, twenty-four percent are “6.2”, and seventy-six percent are “6.1”. So far, the impact of Bill C-31 is stronger Off-Reserve, as illustrated in Figure 3.

Table 2: Population Distribution by Status Category

Curve Lake Indian Register Data January 2009												
AGE	ON-RESERVE				OFF RESERVE				TOTAL			
	<i>F6.1</i>	<i>F6.2</i>	<i>M6.1</i>	<i>M6.2</i>	<i>F6.1</i>	<i>F6.2</i>	<i>M6.1</i>	<i>M6.2</i>	<i>F6.1</i>	<i>F6.2</i>	<i>M6.1</i>	<i>M6.2</i>
0-4	6	7	10	11	0	14	5	16	6	21	15	27
5-9	13	15	9	9	3	22	1	19	16	37	10	28
10-14	7	24	19	17	2	28	5	23	9	52	24	40
15-19	21	18	13	18	3	31	6	33	24	49	19	51
20-24	17	13	25	10	11	24	14	16	28	37	39	26
25-29	20	0	27	4	20	13	27	14	40	13	54	18
30-34	20	3	18	2	18	24	16	20	38	27	34	22
35-39	17	5	26	6	22	17	26	32	39	22	52	38
40-44	24	3	22	4	22	32	28	25	46	35	50	29
45-49	24	2	20	4	45	25	20	21	69	27	40	25
50-54	31	2	23	2	34	22	11	14	65	24	34	16
55-59	17	2	22	1	31	8	10	12	48	10	32	13
60-64	26	0	17	0	26	10	11	6	52	10	28	6
65-69	14	0	8	0	12	6	5	4	26	6	13	4
70-74	12	0	11	0	15	7	3	6	27	7	14	6
75+	17	0	9	0	26	2	18	8	43	2	27	8
TOTAL	286	94	279	88	290	285	206	269	576	379	485	357

Figure 2

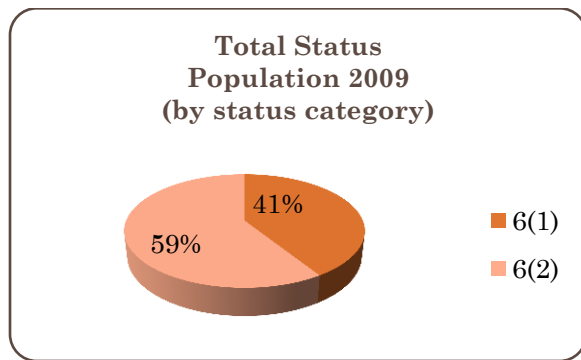


Figure 3

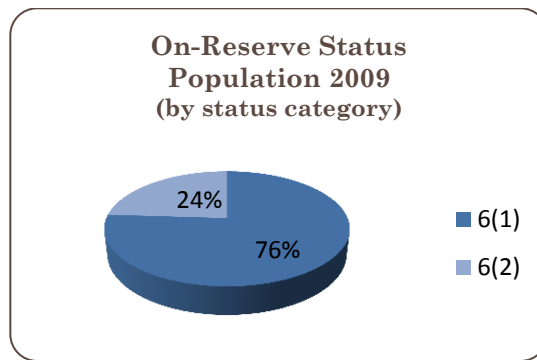
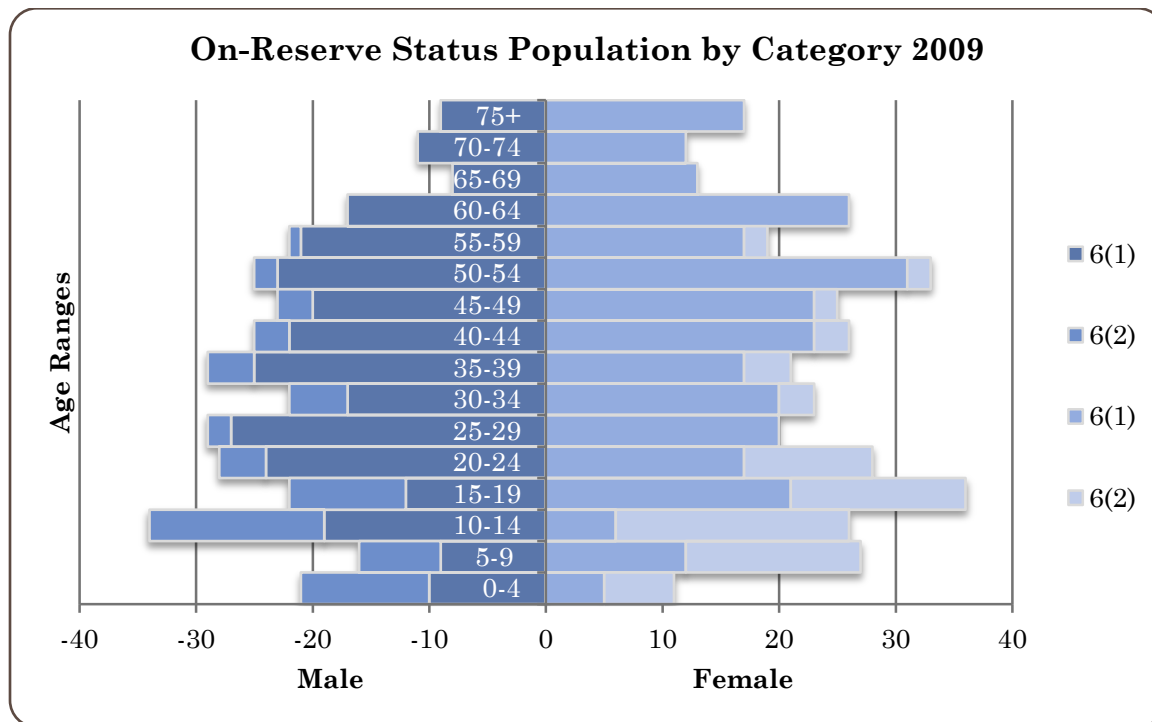


Figure 4



Apart from the registered Status Indian population, Curve Lake has a substantial number of non-status residents. These include spouses and children of status members, children of status members who have been denied entitlement to Indian Status under the rules of Bill C-31, lessees, and renters. In addition, some of these people are not permanent residents, and may only reside seasonally or for a short term.

There are an estimated 774 status individuals on Curve Lake First Nation. The non-status population is estimated to be 593, for an Entire population estimate of 1367 people resident on Curve Lake First Nation. The table below amalgamates all the various estimates of how many of each of those categories of people now reside on the First Nation.

Table 3: Population Categories

Curve Lake On-Reserve Entire Population – 2008	
Status (1)	747
Late Registration (estimate) (2)	27
<i>Sub-total Status Population</i>	<i>774</i>
Non-status children of members (estimate) (3)	16
Spouses and other children (estimate) (4)	173
Lessees (estimate) (5)	404
<i>Sub-total Non-Status Population</i>	<i>593</i>
ENTIRE ON-RESERVE POPULATION	1367
Estimated Population minus Lessees	963

Notes to Table 3:

- (1) Status - Indian Registry data projected forward based on cohort survival, does not account for migration on or off reserve
- (2) Late Registration - estimate of number of individuals not currently registered, but eligible to be registered to Curve Lake First Nation (Henderson Paddon 2008)
- (3) Non-status children of members - based on current staff estimate from nominal roll and daycare enrolment
- (4) Spouses and other children - Henderson Paddon 2008
- (5) Lessees - Henderson Paddon, 2008

Population Change

To understand the number of people in the community and the impact of Bill C-31, we offer some population growth scenarios using a Cohort Survival method. This technique differs from the more common Average Annual Growth Rate method. Instead of simply predicting the trend of the population as a whole, we forecast the demographic changes within specific portions of the population. Our projections include the effects of status extinguishment that lead to changing proportions of various groups within the community. This model assumes that current trends will continue based on fertility and mortality statistics of the On-Reserve population in Ontario, and does not include migration on- and off-reserve.

We also looked at the presence of non-member lessees, but used a constant growth rate as provided in a recent engineering study. By now, there would be an estimated 404 people living On-Reserve who are not community members. They occupy private leased properties on a seasonal or permanent basis. It is anticipated that their numbers will grow by about one person a year over the next twenty years. However, this is a regulated population controlled by the number of leases available. Thus the rate of growth is most likely a function of this fact. Generally, this population is separate from the rest of the community. Nonetheless, they will



continue have an impact by their use of many of the same services that Curve Lake uses and provides to its members, such as: the main road, fire, police, emergency, waste removal, not to mention the simple occupation of the land. There is also the management of the leases by the First Nation Administration on behalf of the C.P. holders. However, also to be considered is the potential market represented by lessees as patrons of community businesses.

Not counting the lessees, our estimate is that the population residing within the community will increase over the next 20 years to 1199, but only 829 will be registered to Curve Lake. Given current rates of non-status partnerships, an expanding proportion of the community will be without status due to the extinguishment provisions of Bill C-31. The proportion of non-status community members (spouses and children) will rise to 28% by 2028.

The Curve Lake On-Reserve Status Category Population Pyramid above (Figure 1) illustrates the expanding impact of Bill C-31. Those born after 1985 are more apt to be 6.2 than those born before, as seen in the age cohorts 20-24 and younger. As a result, a growing proportion of community members will not have status in the future. The exact number of people who have been denied Indian Status is unknown as the Indian Registry does not track them. It is estimated that there are 16 people on reserve who are ineligible for Indian Status due to the status extinguishment effect of Bill C-31.

Without more details, we could not include these individuals into our projection. The forecast we have made thus underestimates the impact of Bill C-31. However, we did add these folks into the entire population estimate seen above. The projection began with the base year of 2008, and forecast the number of “6.1”, “6.2”, and “Non” status individuals. The results are seen below in Figure 5 and Table 4.

Figure 5: Curve Lake On-Reserve Projected Population

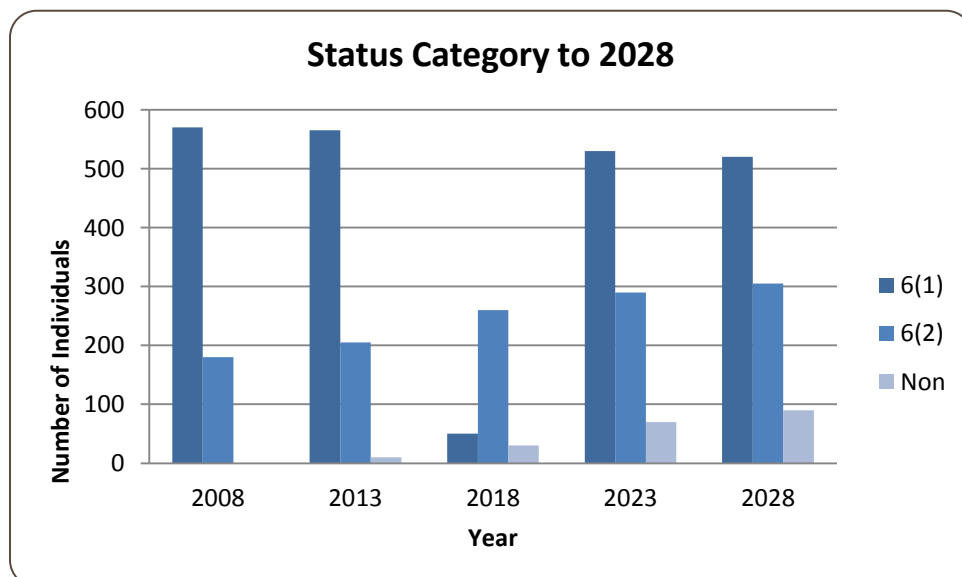


Table 4: Projected Population Distribution

Curve Lake On-Reserve	2008	2013	2018	2023	2028
6.1	565	556	548	534	516
6.2	182	223	261	292	313
Status Sub- total	747	779	809	826	829
“Non”	0	17	39	67	94
Total	747	796	848	893	923

In twenty years the number of “Non’s” could be 110. Within this timeframe, we calculated 94 non-status births by On-Reserve members. It is anticipated that this will continue to increase. As mentioned, we are also aware of at least 16 children who have “lineage” but were refused registration. A recent engineering study estimated that in 2008 there would be 200 people that were not registered for reasons of late reporting and those who are a non-status spouse and/or child. By 2028 their estimate is that there will be 259 people in these categories. Our forecast is that more than 40% (110) will come from the effects of Bill C-31.

Of those that remain with their status intact, the resulting changes in various segments of the On-Reserve population are illustrated in Figure 6 and displayed in Table 5. The preschoolers show a sharp increase then slow decline. The primary ages, though variable, seem to be increasing. The secondary ages are also variable, but may bounce back. But, all of this is complicated by late reporting of status births. The workforce shows a slow increase, then slow decline. The young elder ages tend to decline, and the older elder groups will increase. In 20 years, the overall status population On-Reserve is predicted to be 829, a rise of 82 people. However, this rate is out paced by the 94 non-status individuals mentioned above.



Figure 6: Curve Lake On-Reserve Projected Status Population Segments

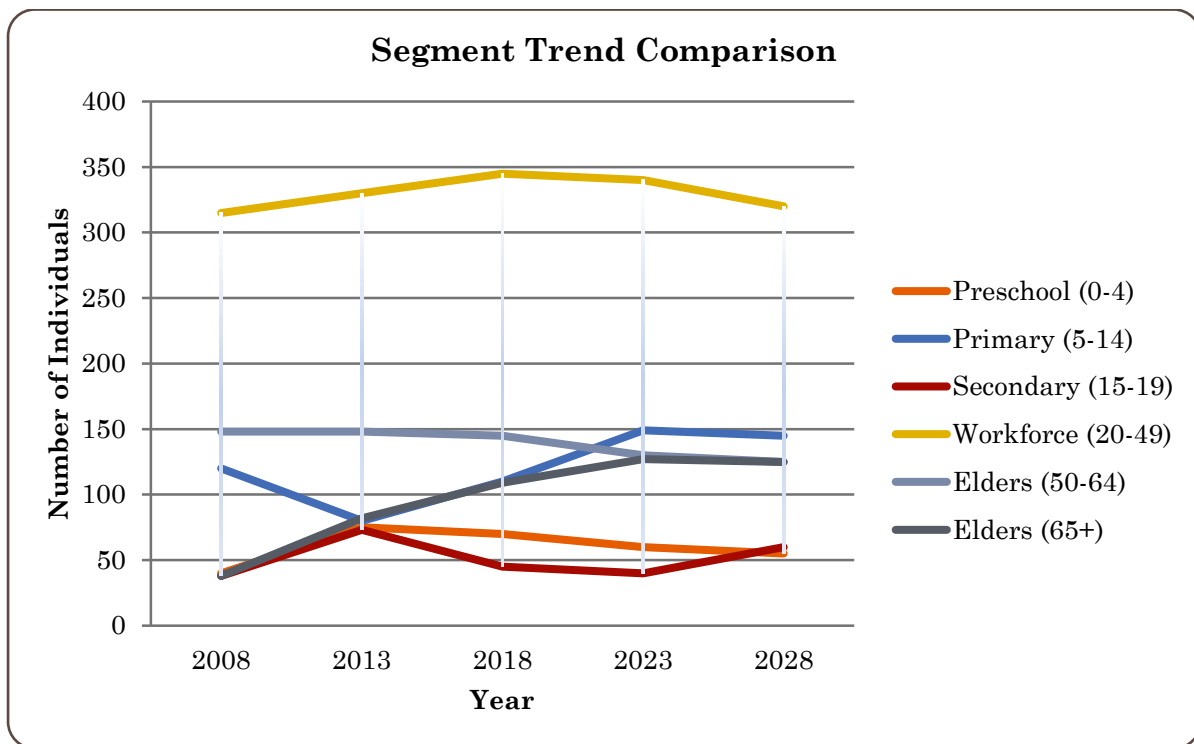


Table 5: Projected Population Segment Distributiona

Curve Lake Status Population					
On-Reserve Segments	2008	2013	2018	2023	2028
Preschool (0-4)	34	74	73	67	54
Primary (5-14)	113	79	108	147	140
Secondary (15-19)	70	66	45	33	73
Workforce (20-49)	316	331	340	329	317
Elders (50-64)	143	138	141	133	124
Elders (65+)	71	91	102	118	122

Table 6: Population Projection

Curve Lake On-Reserve Projected Entire Population - 2008-2028					
Year	2008	2013	2018	2023	2028
Status (1)	747	779	809	826	829
Late Registration (2)	27	30	33	36	40
<i>Sub-total Status Population</i>	<i>774</i>	<i>809</i>	<i>842</i>	<i>862</i>	<i>869</i>
Non-status children of members (3)	16	33	55	83	110
Spouses and other children (4)	173	184	196	208	220
Lessees (5)	404	409	415	420	425
<i>Sub-total Non-Status Population</i>	<i>593</i>	<i>626</i>	<i>666</i>	<i>711</i>	<i>755</i>
<i>ENTIRE ON-RESERVE POPULATION</i>	<i>1367</i>	<i>1435</i>	<i>1508</i>	<i>1573</i>	<i>1624</i>
Estimated Population minus Lessees	963	1026	1093	1153	1199

Notes on Table 6:

- (1) Status - Indian Registry data projected forward based on cohort survival, does not account for migration on or off reserve
- (2) Late Registration - based on projection by Henderson Paddon 2008, cumulative growth at 2% per year
- (3) Non-status children of members - based on current staff estimate, then projected forward using cohort survival
- (4) Spouses and other children - based on projection by Henderson Paddon 2008
- (5) Lessees - based on projection by Henderson Paddon, 2008, cumulative growth at 0.5%.

Analysis of these numbers, as seen in Table 7 and Figure 7, finds a rapidly growing proportion of non-status members within the community (not including the Lessees). Currently, non-status and/or non-member spouses and children account for approximately 20% of the On-Reserve population. However, that is expected to grow to 28% within 20 years, if current trends are to continue. This will present significant concerns associated with funding that must be considered.



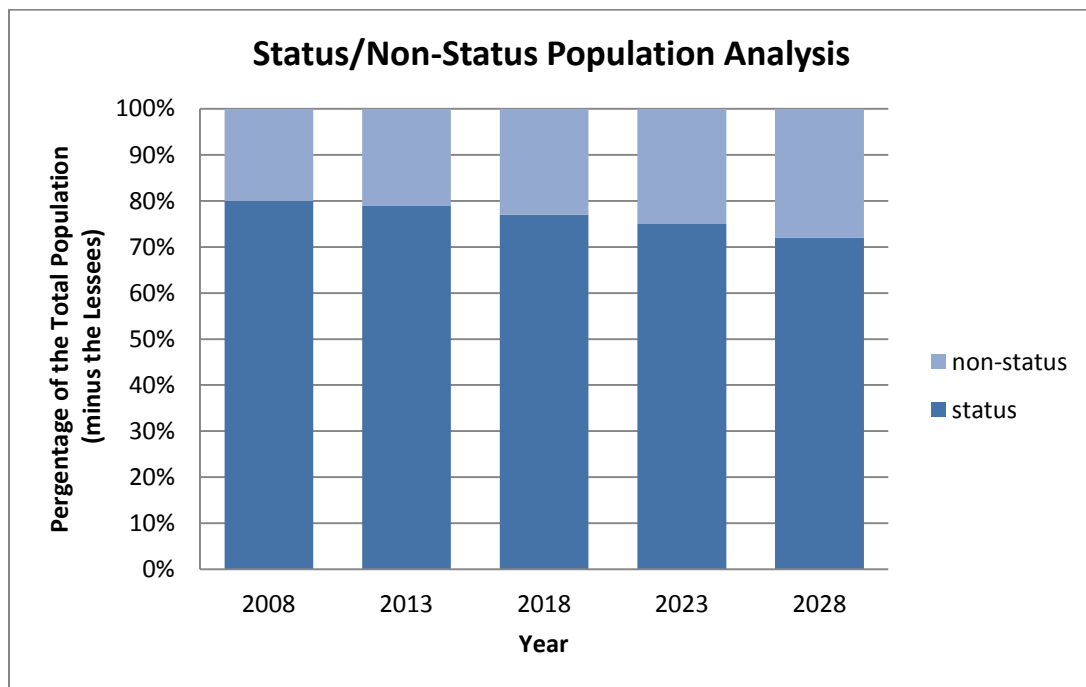
Table 7: Status/Non-Status Analysis

Curve Lake On-Reserve Status/Non-Status Analysis - 2008-2028					
Year	2008	2013	2018	2023	2028
Status Population (1)	774	809	842	862	869
Non-Status Population minus Lessees (2)	189	217	251	291	330
<i>ESTIMATED POPULATION</i>	<i>963</i>	<i>1026</i>	<i>1093</i>	<i>1153</i>	<i>1199</i>
Proportion of Non-Status population	20%	21%	23%	25%	28%

Notes on Table 7:

- (1) **Sub-total Status Population**, from Table 6: Curve Lake On-Reserve Projected Entire Population - 2008-2028
- (2) Non-status children of members + Spouses and other children, from Table 6: Curve Lake On-Reserve Projected Entire Population - 2008-2028

Figure 7: Curve Lake On-Reserve Projected Status/Non-Status Population





Returning Population

The established pattern of migration is to go Off-Reserve in pursuit of education and job opportunities. However, the community survey identified that 54 people might be interested in returning to Curve Lake. Presumably, some would bring family, thus increasing this number. Sixty-four percent of those actually planning to return were 14 - 40 years of age, increasing the likelihood that they have, or may want to start families. As a group, the Off-Reserve population tends to be older and with fewer children. According to the community survey, the possibility of returning would be prompted by the availability of housing, retirement, and proximity to employment, in that order; while the biggest barrier to establishing a home is a lack of land, followed by a lack of a mortgage.

Community Perceptions

Of the 173 respondents to the question regarding members remaining On-Reserve, close to half (84) planned to do so, while only 7% plan to leave for school, work, or personal reasons.

As for the 65 respondents to the question regarding the possibility of returning to Curve Lake, 28 (43%) were planning to do so, and 26 (49%) were unsure. Only 51 (78%) had a timeline; 45 (69%) plan to return within 20 years. The availability of housing is the biggest (32 or 49%) determinate of the possibility of returning, followed by retirement (23 or 35%), and proximity to employment (19 or 29%). Securing a mortgage (46%) and getting land (42%) are seen as fairly close in facilitating a return, but lack of land is seen as a bigger barrier (43%) than lack of mortgage, to owning a house there. More than 70% of general respondents think the First Nation should make land available for purchase and close to 80% think it should examine the issue of accessibility to mortgages.

One of the strongest priorities to come out of the community survey was housing. A majority feel there is a shortage, and a vast majority want more spending in this area. In Table 6, the estimated population increases from 963 to 1199. If we take this forecast of 236 more individuals in twenty years plus the 54 survey respondents who may wish to return in the future, that gives us 290. The current density is 3 people per home [963 people (Incite Planning, 2009) / 321 homes (Henderson Paddon, 2008)]. So this means there would be 97 housing units needed to accommodate them, or in other words, the need to build approximately 5 additional homes per year. The preference is for one- or two-storey single-family homes. However, there is some acceptance of ideas such as townhouses and apartments, arrangements for elders (including granny-flats) and assisted living, variable cost housing and rental units, as well as apartments in homes or accommodation of extended families. There is no one housing solution that is right for everyone, and exploring the combinations that are

useful for Curve Lake will require a fuller community engagement, as part of a deeper land use exercise.

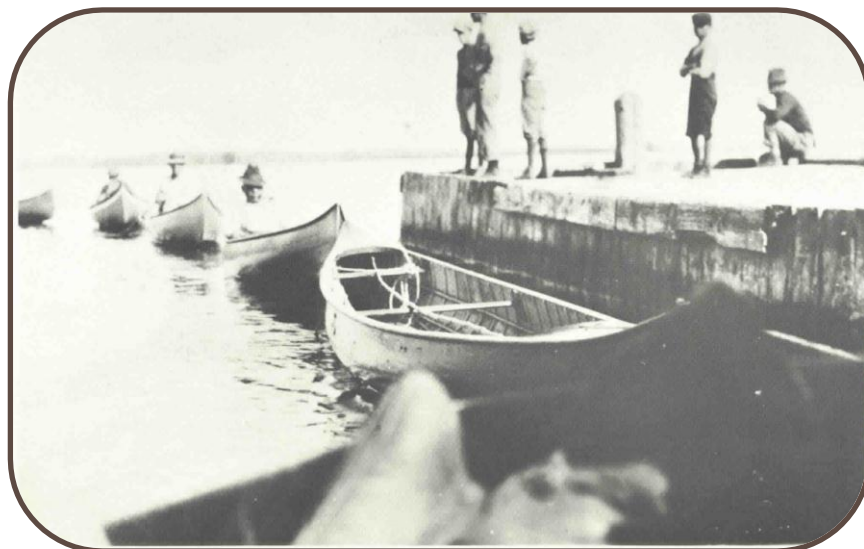
Recommendations

Short-term

- Undertake a community consultation to define rights, roles, and responsibilities of each type of person who lives on Curve Lake territory. This includes finding appropriate words to define 'citizenship' within this community:
 - What are the implications of status?
 - What are the implications of spousal relationships?
 - What is the implication of lineage (or lack thereof)?
 - What is the implication of commercial residents – lessees, renters, business owners?
- Undertake a census of each household on the Curve Lake First Nation
 - Name of all residents, and demographic details including age, gender, status
 - Full-time, part-time, permanent, or temporary residency
 - Complete an analysis of census data to compile an accurate demographic profile

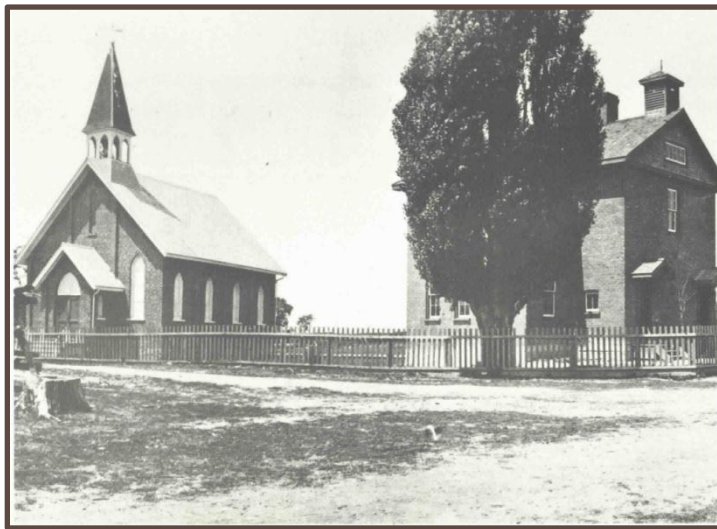
Long-term

- Study the lessee population to determine what impacts, good and bad, they are having
- Develop a membership code that is explicit about the First Nations intentions toward its people
- Write a constitution to clarify relationships between governments, people, institutions and the land
- Develop a process for regular updates of the census
- Develop, create or acquire a tool to manage changes to population data
- Undertake regular population projections that include returning members and incorporate housing policy
- Ongoing training and succession planning will be required for the data collection
- Demographic statistics should be available to all staff in an easily-accessed format



THE LANDS OF CURVE LAKE

Landscape is the original language. It tells us who we are and how to behave. Originally, we simply took what we needed and then moved on. But slowly we developed a relationship with it. This relationship was eventually enshrined in the teachings of each community. Given our inability to live beyond the natural limits of this relationship, the earth was sustained for millennia. During modern times, however, this relationship has come under threat. What the landscape has to say can be hard to hear, due to the noise of exploitation. As populations have grown and markets have expanded the impact has become more important, particularly during the last several decades. The land is used up, the waters depleted, the air filled with pollution; the earth's ability to sustain us is stretched to capacity.



Land Use Analysis

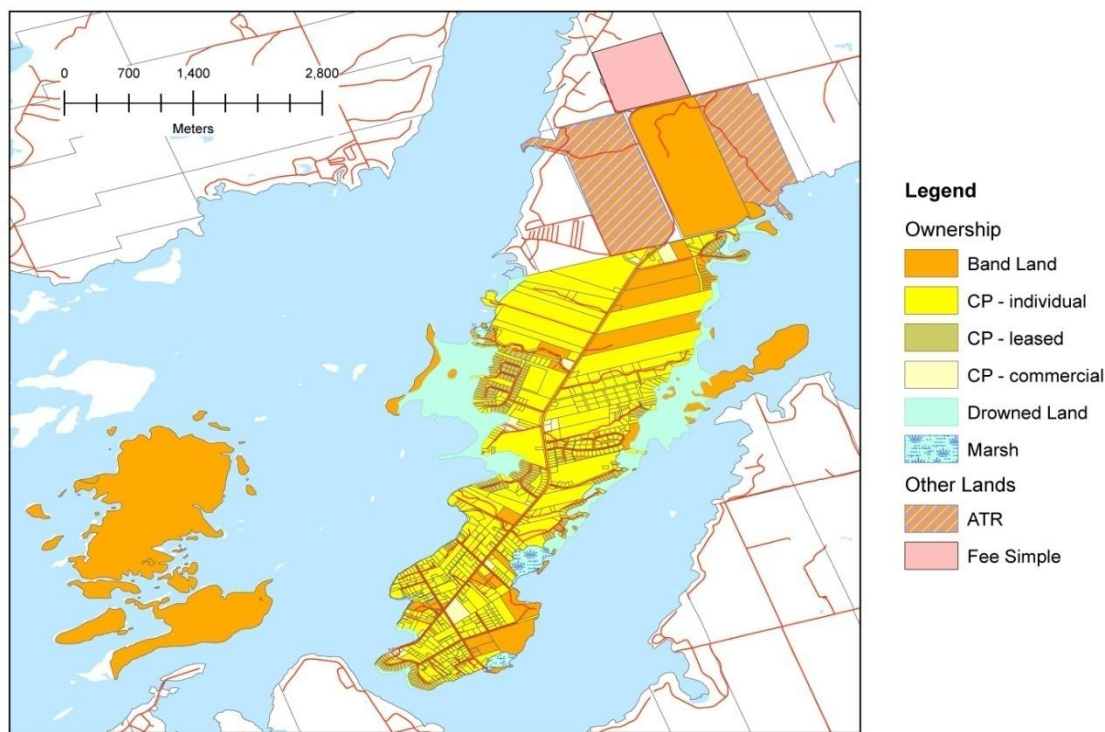
While the land is the touchstone of cultural identification for most Aboriginal people, the land that has been reserved for them is often problematic in terms of development. This presents a unique challenge to First Nation communities. It can be too small, too isolated, too dis-contiguous, too rocky, too swampy, too flood prone, too valuable for other purposes, etc. Yet, the need for homes or economic development is often pressing. When this growth

happens, the current standard imposed can resemble those characterized as Sub-urban Sprawl. Unlike traditional settlements that grew as a response to human need, sprawl ignored the experience and history of those it was planning for. But it has proven to be the expensive way to build communities. It chews up land quickly, can hurt the health of its residents, and increases social inequity. The First Nation does not have a well articulated policy for its land, and we have undertaken an analysis to assist in clarifying that discussion.

This examination pertains mainly to the territory formally reserved for the First Nation, as well as the adjacent drowned land and fee simple parcels. It was based on an objective analysis of previous research, current trends, present practices, and information gaps, using available background documents and two site visits. We based our understanding of the community perspective on interviews with staff and the community survey. While a full community engagement was not possible this time, recommendations have been made for an approach to future community land management initiatives.

The territory of Curve Lake First Nation is a complex mix of reserve mainland, islands, and drowned lands, fee simple lands both out of and in the Additions to Reserve (ATR) process, and specific claim lands both dry and drowned. The first two tenure categories – reserve and fee simple – are lands currently belonging to the First Nation, as displayed on Map 1: Curve Lake First Nation Land

CURVE LAKE FIRST NATION LAND TENURE 2009

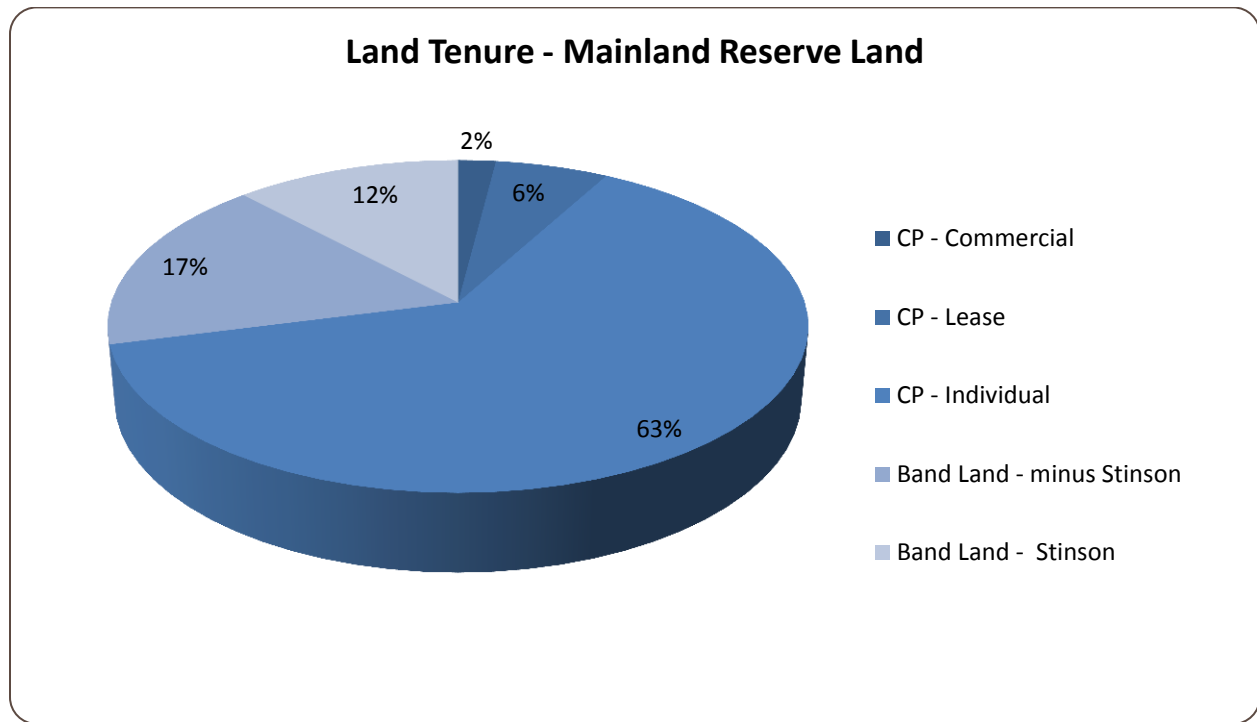


Tenure 2009. The third category of specific claim lands is currently in a process with the federal and/or provincial governments. Their status is not First Nation land, and is not analyzed here.

Total mainland reserve land is 648.6 ha. Table 7: Curve Lake First Nation Tenure Distribution shows the breakdown of tenure types, and the proportions of mainland tenure types are displayed in Figure 8: Curve Lake First Nation Tenure Proportions. Band land comprises 29% (190.3 ha) of the land holdings, 71% (458.3 ha) is held by individual Certificate of Possession (CP) holders. The vast majority of CP land, 89% (407.6 ha) is held by individuals, 8% (38.3 ha) of CP land is leased, and 3% (12.4) is currently used by private commercial activities. The “Stinson Property” at the north end of the reserve comprises more than 40% (79.4 ha) of the band land. The average parcel size varies significantly according to tenure type, from 0.17 ha for leased parcels, to 0.61 for individual holdings. Band land parcels are significantly larger at 2.7 ha, but omitting the “Stinson Property”, parcel size of the remaining mainland band land (110.9 ha) is approximately 1.6 ha.

Drowned Lands (per claim)	279.2			
Fee Simple – in ATR	143.0			
Fee Simple – other	41.2	1		

Figure 8: Curve Lake First Nation Tenure Proportions



The examination of Curve Lake's land was based on an analysis of its land sectors, its settlement types, and its population trends. It is hoped that this will be the basis of an ongoing dialogue within the community regarding its future.

Our efforts were informed by principles drawn from:

1. Conservation Planning

- Avoid development in hazard areas
- Avoid development of unique, natural and cultural land
- Avoid destruction of features that add beauty and grace to the community

2. Smart Growth

- Design neighbourhoods that are friendly to people on foot
- Construct buildings that are close together and have more than one use
- Place community buildings in special locations
- Build a range of housing types & encourage density
- Create a centre and edge for neighbourhoods

- Emphasize “people power” rather than fossil fuel transportation

It is our conviction that the need for modern amenities and respect for the land are not opposing priorities, and can be accommodated with these methods. We divided the landscape into various **Sectors** in order to distinguish areas that *should* be protected from growth and those that *should* be used for growth of the community. Within each growth sector, specific settlement area types were identified in order to specify the structure of growth. Finally, zoning was proposed for all of Curve Lake territory, but particularly within the settlement areas, in order to guide growth.

Land Use Sectors

Based on our examination of various infrastructure plans, the settlement layout, natural features, ownership patterns, business investment, and civic amenities (see Sources); we designated the Reserve and Fee Simple lands into areas where development is:



- (1) Prohibited
 - a) Preserved Open Sector (O1)
 - b) Retained Open Sector (O2)
- (2) Allowed
 - a) Restricted Growth Sector (G1)
 - b) Controlled Growth Sector (G2)
 - c) Special District Sector (SD)
- (3) Encouraged
 - a) Intended Growth Sector (G3)
 - b) Infill Growth Sector (G4)

This is displayed on Map 3: Curve Lake Land Sector Analysis.

Our initial assessment suggests that the various parts of Curve Lake First Nation territory should be allocated to these sectors as follows:

Preserved Open Sector (O1)

- a) Drowned land
- b) Marshes
- c) Fox Island (pending a policy on cabins)
- d) CLFN islands in Buckhorn Lake & Upper Chemong Lake
- e) Primary-Wellhead Protection Area (150m radius)
- f) Residual areas in Nishnawbeke Subdivision
- g) County Road 22/Mississauga Street road allowance
- h) CLFN/HFN/SIFN islands of the TSW reaches (pending agreement)

Retained Open Sector (O2)

- a) flood elevation ($\approx 247\text{m}$) as regulated by the TSW or 30m buffer from shoreline ($\approx 246\text{m}$), whichever is greater
- b) Secondary-Wellhead Protection Area (600m radius)

Restricted Growth Sector (G1)

- a) Portion of “Trude” and “Andrew” properties that lie outside the Secondary-Wellhead Protection Area
- b) Current Reserve Boundary on west side of Mississauga Street south to the line running from the Band Land over to the edge of northern most leased land just above Rolles Bay Road
- c) Current Reserve Boundary on the east side of Mississauga Street south to the bottom property line of the CP that starts across the road from the entrance to Rolles Bay Road

Controlled Growth Sector (G2)

- a) From the line running from the Band Land over to the edge of northern most leased land on west side of Mississauga Street just above Rolles Bay Road, south to Cedar Bay Road North
- b) From the property line of the CP that starts across the road from the entrance to Rolles Bay Road on the east side of Mississauga Street south to the Nishnawbeke Subdivision

Intended Growth Sector (G3)

- a) From the Cedar Bay Road North on west side of Mississauga Street south to the property line of CPs that run along Weequod Street North
- b) From the Nishnawbeke Subdivision on the east side of Mississauga Street south to the property line of the CPs that run along Weequod Street South

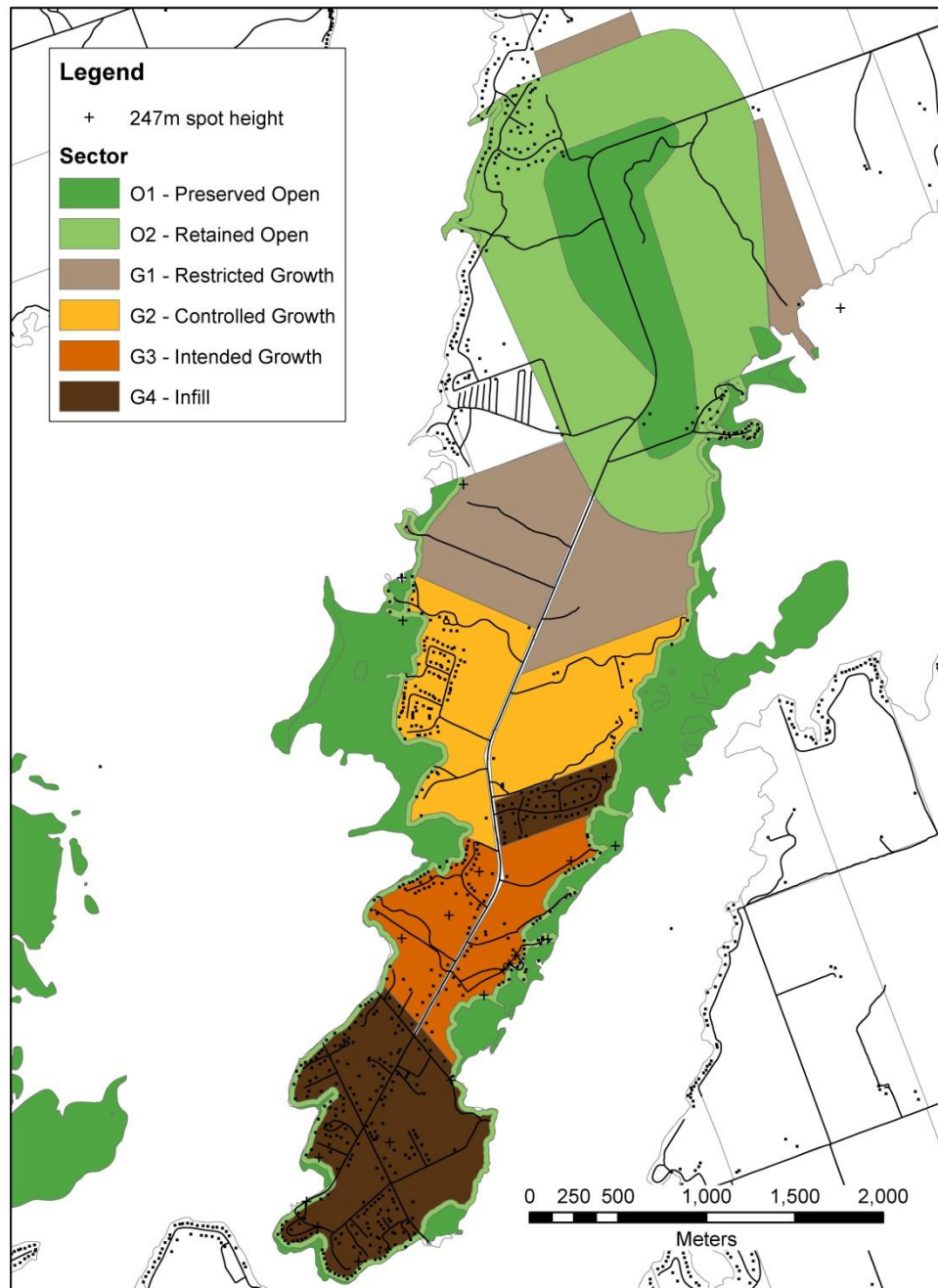
Infill Growth Sector (G4)

- a) Nishnawbeke Subdivision
- b) Properties fronting onto Mississauga Street south from the Nishnawbeke Subdivision
- c) Everything south of the property line of CPs that run along Weequod Street North & Weequod Street South

Special District Sector (SD)

- a) Leased land





**CURVE LAKE FIRST NATION - LAND USE SECTORS
2009**

Settlement Area Types

Next we assigned appropriate settlement area types to each sector. Settlement types can include:

Hamlet

- free-standing, incomplete neighbourhoods with a weak centre
- single-use, residential-style community

Village

- Connected, complete neighbourhoods with strong centre
- Mixed-use, commercial/residential-style community

Generally, development is not allowed in sector O1 and O2. Hamlets are best in sector G1 and G2. Villages are suited to G2, G3, and G4. Special districts can pop up anywhere.

Our initial assessment suggests that the various sectors of Curve Lake First Nation territory be characterized by the settlement types as follows:

Hamlet

- a) Nishnawbeke Subdivision
- b) Commercial/Industrial Park (potentially, if designed as a neighbourhood)
- c) Cabin areas on Fox Island (if clustered together, but not encouraged)
- d) Leased lands (see below)

Village

- a) Neighbourhoods in the vicinity of the Mississauga/Chemong intersection in Sector G4
- b) Beausoleil, Nishnawbeke, and Cedar Bay neighbourhoods (potentially)

Ill-defined

- a) Lands along Mississauga Street between Nishnawbeke Subdivision and the neighbourhoods in the vicinity of the Mississauga/Chemong intersection

Special District

- a) Leased lands (hamlet-type areas)
- b) Rollies Point Road
- c) Beausoleil Road
- d) Cedar Bay Road
- e) Totem Heights Road
- f) Harrington Narrows



Zones

Conventional zoning usually allows a single use, at a given density. It assumes that community is irrelevant, which is the basis for sprawl. The Smart Growth approach encourages community development and uses zoning to promote it. The zones suggested here are for those areas which are already developed and thus provide some guidance for any redevelopment. Zones are also suggested for areas that are anticipated for development, and those to be preserved from it. The template is nature itself, and the way various habitats are created over the landscape. The human habitats that are to be created (new development) or encouraged (existing development) are as follows:

Natural

- Landscape that is wild and/or unsuitable for settlement due to topography, hydrology, or vegetation

Rural

- Landscape that is cultivated and/or unsuitable for settlement due to farmlands, wetlands, or woodlands

Suburban

- Streetscape that is naturalistic and/or suitable for low-density single homes and occasional community amenities



General Urban

- Streetscape that is landscaped and/or suitable for mix of houses, townhouses, small apartments, with some commercial

Urban Centre

- Streetscape that is urban and/or suitable for mix of shops, civic buildings, workplaces, row houses, and apartment buildings

Civic Space

- Outdoor area dedicated for community use

Special Districts

- Area that cannot or should not conform to any of the other zones

Our initial assessment suggests that the various settlement area types of Curve Lake First Nation territory be assigned zones as follows on the next page:



Natural

- a) Drowned lands
- b) Fox Island, and all other islands in the TSW
- c) Area of Primary Wellhead Projection
- d) Half of Hamlet areas
- e) As appropriate in Village area

Rural

- a) Farmsteads Areas
- b) Areas of cabin development on Fox Island (depending on density)
- c) Home and out-buildings in wooded areas
- d) Half of Hamlet areas (in conjunction with Natural Zone)
- e) As appropriate in Village area

Suburban

- a) Hamlet areas
- b) Village area
- c) Ill-defined area
- d) Areas of cabin development on Fox Island (depending on intensity)
- e) Leased areas

General Urban

- a) Hamlet areas
- b) Village area

Urban Centre

- a) Village area

Civic Space

- a) Waterfront park in Nishnawbeke neighbourhood
- b) Pow-wow grounds
- c) Lance woods
- d) Henry's Gamiing
- e) Cenotaph
- f) Ball-diamonds
- g) Other spots in village or hamlet areas, as appropriate

Special Districts

- a) The historic buildings around the Whetung Gallery
- b) Former land fill site
- c) Leased areas
- d) Water treatment plant and associated infrastructure

Land Use Plan

The material presented is an outline for a land use plan. We would suggest that the Curve Lake First Nation undertake a land use planning exercise to fill-in the details. The objective of such an exercise is to create a set of rules surrounding land use that everyone (Chief and Council, staff, community members, and guests), must adhere to. From the survey, it is apparent that there is a tacit understanding of the need for such rules and a modest level of support for implementing them. The land use priorities the community identified involve both development and preservation. Such an exercise can raise the level of understanding surrounding these issues and help to resolve them.

The purpose of a land use plan is to:

- Reduce the amount of land being used up
- Save on infrastructure costs
- Protect vulnerable areas
- Create a closer sense of community
- Foster better health among members, and;
- Help existing businesses succeed

The approach used should combine the wisdom of the community and the expertise of professionals. Active engagement of both is necessary.

Environmental Issues

At Curve Lake, it appears that wetlands have remained relatively undisturbed, and there is more forest cover than in adjacent lands. However, there appears to be a significant amount of development that may be too close to the shoreline, particularly notable on leased property. This presents a problem since it can affect the surface water quality of the adjacent Buckhorn and Chemong Lakes. Such impacts are often a function of the vegetation that surround bodies of water; more plants, fewer effects. It also appears that many of the homes along the shoreline may be within the historic flood elevation, which presents a hazard to life and property. Consideration should be given to creating a shoreline buffer. The community survey has also indicated that preservation of green-space and the shoreline is a priority.



Since the shoreline area appears to contain many homes, especially of lessees, consideration should be given to creating a “legal, non-conforming” category for any buildings found within the proposed buffer. They would not be allowed to expand in any way and, should they be removed or destroyed by the owner, would not be allowed to be rebuilt. Demolition for repairs and accidental destruction would not count, and reconstruction of the home would be allowed on the same footprint. However, an exception should be made for “Acts of God” related to lake flooding. Rebuilding would only be allowed above the flood-line. A similar provision would apply to any dock or permanent structure in the water along the shoreline (littoral zone). That is, it could only be rebuilt in a way that does not attempt to “harden” the shoreline or interrupt the natural flow of water. The community survey has indicated a desire for greater community access to the shoreline.

Settlement Patterns

At Curve Lake there has been a proliferation of “hamlet-style” developments that are without the benefit of walk-able destinations. This manner of growth seems inspired by conventional sprawl patterns; that is, separate all uses and keep densities low. Given the rural character of the community and the surrounding region, this is not unexpected. INAC, as well, has reinforced this pattern by funding settlement layouts that depend on the use of wells and septic systems. Unfortunately, this requires large amounts of land.

Currently, there are limited opportunities for new home construction, due to the fact that land is unavailable or unsuitable. Though the community survey indicates a preference for the present pattern of development, there is also a tacit understanding of the issues and some acceptance of the need to try other approaches. It was also reflected in the concerns people expressed about the presence of strangers in the community, a lack of pathways and lighting for pedestrians, and speeding traffic. In order to reduce the expense, the health effects, the dangers, and the un-sustainability of these patterns, consideration must be given to higher densities, improved layout design, and a greater mix of uses in each settlement area.



Hamlets are a clustered settlement type that is essentially suburban in nature. They are often a preferred “life-style” choice, but usually lack community amenities. This is what has happened at Curve Lake. It can be corrected, though, by centering such patterns around destinations within walking distances. The community survey indicates that walking, though not pervasive, is a common activity. This is reflected in the community walking group that currently has approximately 60 members. Walking can be encouraged to address health and wellness issues related to physical activity, as well as environmental protection. Nonetheless, it cannot be overlooked that most of the “hamlets” at Curve Lake are occupied by non-members (lessees). This may create a social disincentive for including them into the community, though there is a technical need to integrate these properties into the general pattern of settlement.

Villages are a more traditional neighbourhood type, with a stronger urban nature than hamlets. Much of the settlement at Curve Lake is within walking distance of the main intersection of Mississauga and Chemong streets. The seeds of good neighbourhood design can be seen here. On three corners there is the retail space of the tea room (which is unfortunately, no longer in operation) and Whetung's gas station, the civic space of the Cenotaph, and the institutional space of the community church. These uses are oriented towards the street and are immediately adjacent to it. The sense of place that surrounds these uses is bolstered by the ball diamond and the Gallery that lie just beyond them. In many ways, they appear to be at the heart of the community. This development pattern conveys the message that this is a community for people, rather than cars. Despite this, the community survey indicates a high degree of dependence on vehicles. Though convenient, no neighbourhood should be designed exclusively for them.

The pattern of settlement that has radiated out from the village centre contains most of the community's services and ceremonial space, along with a few businesses. It houses more than half of its residents. The community survey indicates that people do walk, in descending order of frequency, to visit others, to shop, and to use community facilities. Every effort should be made to reinforce such habits through the placement of a greater number of people, services, amenities, and businesses in this vicinity.

Given recent engineering studies, the community appears to be preparing for growth. Much of what we suggest here depends on the improvement of the water and sewage services for Curve Lake. Placing more growth in areas that are already developed will depend on it. In the survey, the community also indicated that both of these were priorities. We see the new water treatment plant as a good step in this direction; the possible location of a water tower near the village core also implies support for the settlement that has already occurred there, and may also provide a community icon.



However, a lack of options to replace septic beds could curtail these efforts. We are pleased that one report does discuss a range of centralized and individual sewage treatments. At this point, no site options are being considered, so specific land requirements are unknown. The current reliance on private septic systems will limit development choices. Alternatives to conventional septic, such as peat-beds, have been tried for larger multiple housing units in the community. We are aware that the construction may have been poor and that the service contract has not been fully honoured. Obviously, this situation must be corrected. Regardless, it should

be noted that a properly-installed peat system can be modular and thus used for large groups of homes at a rate less expensive than sewage plants.

The roads appear to provide adequate transportation connections. From the survey, it seems that community members are pleased with the serviceability and maintenance of their roads. However, it is a singular fact of Curve Lake life that there is only **one** access corridor into and out of the community. Events such as a fuel spill, major accident, or a fire may not only cause an emergency, but block escape, or at the very least inconvenience to those simply wanting to drive out. Ironically, the harshness of winter provides a second access, via the ice road to the 12th Line through to Selwyn. Given the narrowness of the peninsula on which the community rests, the expense and disruption of constructing a parallel road is not justified. What can be justified is the promotion of a development pattern that decreases traffic congestion. This is done by increasing the connectivity of pedestrian and vehicle routes. Logical connections between the side roads that already exist, as part of an overall development pattern, would accomplish this. In the meantime, an annual update of the Curve Lake Emergency Plan is warranted.

As a whole, leased land represents a Special District on the Curve Lake First Nation, given the unique ownership arrangement it represents within the community. Yet, these lands are dispersed throughout the First Nation, and function as distinct enclaves within it. In this sense they resemble hamlet-like settlement areas. While hamlets can be a valid form of development, if they are reproduced on an extensive scale it begins to resemble sprawl. Technically, these leased areas should be evaluated for their potential inclusion into the Infill Sector, rather than being left on their own. Notwithstanding, the exclusive use of these lands by non-e-dbendaagzijig makes this a cultural issue. While this is still a legitimate planning concern, it requires more discussion within the community to determine whether this style of development should continue.

Cabins can be permitted on islands as an allowed use in what is otherwise a natural area, provided owners go through an application process. Requirements to limit the size and ensure proper sanitation and waste disposal must be considered. If cabin construction becomes commonplace, then the aesthetic features of the area will become more rural and less natural. Should temporary cabins switch to become permanent cottages, then stronger zoning regulation would be needed to control this sort of suburban development.

Proposed Development

The recent fee simple purchases of land Off-Reserve seem to be accepted by the community and a vast majority of survey respondents want them in the ATR process. Buying more appears to be a priority. The survey does anticipate a wide variety of ultimate uses.

There are two levels of control for these properties, one at the County level and one at the Township level. The County of Peterborough exercises approval authority over Consents to Sever land, Sub-divisions and Condominiums, as well as local Official Plans and any amendments to them. Thus, any changes to the general “Rural” designation (includes various agriculture, open space/environmental, low intensity commercial/industrial and residential, extractive/waste management uses) or extensive development must be submitted to their planning department. The following County Official Plan designations are of note:

- Areas of Scientific and Natural Interest on the islands adjacent to Fox Island
- Provincially Significant Wetlands at the upper end of Chemong Lake
- Aggregate Extraction area in northwest corner of the “Dashwood” property

The amalgamated Township of Smith-Ennismore-Lakefield is currently in the process of harmonizing zoning codes across the formerly-separate townships. Approval of the draft Comprehensive Zoning By-law will be forthcoming. Of note, is the recommended requirement for a 30m buffer from the high watermark. Most of the land immediately adjacent to Curve Lake has proposed zoning as “Rural” or “Lakeshore Residential”, with some “Rural Residential”.

The Township proposes to zone these areas as follows:

Rural

- Accessory single home, group home, home industry or occupation, one agricultural service trailer
- Uses, accessory uses, and retail related to agriculture, forestry, and conservation
- Restrictions on area, frontage, height, yard, coverage, setback, and farm consolidation
- 30m buffer from high watermark

Lakeshore Residential

- Single home, seasonal home, sleeping cabin, home occupations, accessory uses
- Restrictions on area, frontage, height, yard, coverage, setback, and conversions of seasonal dwellings
- 30m buffer from high watermark

Rural Residential

- Single home, group home, home occupations and businesses, accessory uses
- Restrictions on area, frontage, height, yard, coverage, setback, and distance to agricultural operation
- 30m buffer from high watermark

As long as these properties are under Township jurisdiction (that is, have not completed the ATR process) the above zoning regulation will apply.

There is a proposal for a subdivision on Band Land known as the “Stinson” property. There are two issues we will note:

- It is within the Secondary-Wellhead Protection Area
- It is isolated from the rest of the community

It raises environmental concerns over the protection of the community’s future water supply and the further use of sprawl as a preferred settlement pattern. If development in this location is a strong priority, then we would recommend, at the very least, a well-connected road pattern that avoids dead-ends. If possible, more than one access to the main road should be constructed.

To the south, there remains one of the few other undeveloped pieces of Band-owned property. It is being considered for a commercial/industrial park. The community survey has indicated this type of development as a priority. If there are many clients already waiting for this area to be built as such, then it should probably proceed. Uses such as transportation depots, marshalling yards, warehouses, manufacturing plants, etc. obviously need their own special district. If not, Curve Lake might consider the potential of this area for a future settlement, as most commercial and even some industrial activity can be compatible with other uses.

Our recommendation would be for a mixed-use area that contains both homes and businesses, some open space, and even a community facility, if needed. The survey also indicates acceptance of such a concept. There are two businesses and a number of lessee properties nearby. If the anticipated ventures are small-scale, do not require large amounts of space, and are not disruptive (noisy, dirty, smelly, dangerous, etc.) they can be easily integrated into a settlement area.

There is an environmental concern, given that the Secondary-Wellhead Protection Area covers this most of this property. It is our understanding that stringent engineering guidelines must be followed if construction were allowed. This should apply regardless of whether an industrial district or hamlet settlement area goes here.

Community Perceptions

The vast majority of respondents to the community survey (92%) see the Housing Committee as important, but far fewer (59%) saw it as effective. Departments like Lands (37%), Economic Development (29%), the Gaming Revenue Fund (23%), or Capital Projects (21%) are not adequately meeting expectations. These departments have a direct impact on the settlement patterns that are planned for in the community and there is a desire to see more investment in them [Ec.Dev., 63%; Lands, 49%; Capital, 47%; Gaming, 29%].

For the Total population [On & Off], 1/5 of respondents are in a rental situation and three-fifths are in an ownership situation. Approximately 1/2 have a C.P., 1/2 don't, and 1/3 plan to get one within 10 years. Some (35%) see family as a source for C.P. land, 16% see the First Nation as such, and 13% will turn to other members.

As for the newly acquired lands, 88% believe that they should be in the ATR process. On these properties, two-thirds (67%) felt that a mix of uses would be good, over half (54%) thought that housing was best, two-fifths (40%), believe that traditional uses, or (38%) recreation are needed.

About 63% of respondents feel that there is a housing shortage on the First Nation, and 81% want to see an increase in spending, as it is their second highest budget priority. There was some expression



of concern over the quality of recent construction and an occasional questioning of the First Nation's role as a landlord. Table 7 below indicates what type of housing respondents felt the community needs more of.

Table 7: Curve Lake First Nation Housing Priorities

Building Type		Cost Structure		Community Sector		House Type	
Single	75%	Assisted	56%	Elders	60%	Single Storey	45%
Duplex	33%	Rental	50%	Small Family	66%	Two Storey	43%
Multiplex	37%	Low cost	61%	Large Family	59%	Multi-Storey	32%
Townhouse	37%	Mid cost	39%	Extended Family	41%	Home & Business	13%
Apartment	30%	High cost	17%	Apartment in home	41%		
Mobile	7%						

While 78% feel the appearance of the current housing stock is average or good, maintenance was an underlying theme and 53% want a property maintenance by-law. The level of satisfaction was high with the main road (92%), side roads (80%), First Nation facilities (80%) and property (77%), street lights (71%), and commercial properties (70%). There was less satisfaction with sidewalks (64%), residential properties (63%), parks/beaches (59%), recreational areas (58%), and storm water drainage (52%). The Community Centre received 53% in another question.

Of those who responded, 65% believe that Curve Lake First Nation has the right to develop zoning by-laws, but only 59% felt the First Nation should begin the process. Nonetheless, the encouragement of community land use goals was ranked as follows: residential development (92%), lakeshore preservation (91%), green-space preservation (89%), community access to the lakeshore (88%), community recreation (88%), commercial/industrial development (82%), waterfront recreational/commercial (63%). A few mentioned walking trails, a marina, and the presence of smoke shops. High priority capital improvements were water and sewage treatment, purchasing

more land, and children's play structures. Medium priorities were the park/beach areas, athletic fields, roads/streets, and First Nation facilities. Low priorities were dock/boat launch, and the pow-wow grounds. Other possible investment projects were a daycare and seniors' centre.

Eighty-seven percent said they felt it was safe to travel within Curve Lake. But for those who do not feel safe, the specific dangers mentioned were the presence of strangers in the community, speeding, the lack of proper lighting and walkways. This was specifically related to pedestrian use of the roads, drunk driving, and traffic volumes, in that order. Seventy percent get around by driving, 63% as a passenger, 57% by walking, and 17% by bicycle. Mention was also made of boating. While 49% drove on a daily basis and 27% were passengers more than once per week, 28% use non-motorized transportation more than once per week and 26% did so daily. Of those who specifically answered the question on walking, common destinations were neighbours, family, and friends, stores and the post office, and the pow-wow grounds. Less common were the Band Office, Health Centre, Community Centre, and recreation/open space areas. Poor destinations were the cemetery, church, business centre, and the school.



Recommendations

Short-term

- First Nation eludes itself of any responsibility to administer leases for private wealth
 - If not, at least obtain a fee for this service, up to and including obtaining a percentage of the lots created.
- Have a discussion about the role lessees are to play in the community and how to integrate these areas into the general settlement pattern.
- Charge lessees for all services rendered.
- Use money to buy up leased property and/or buy out lessees to create CPs for members, build community facilities, and to increase housing density.
- Consider buying out any property with a derelict home.
- Regularly update the emergency plan.

Long-term

- Create a land use plan.
- In lieu of this, Map 3 the Sector map can be used as a guide to land use decisions, and settlement suggestions can be used as a way to think about where development should occur, and the zoning criteria can be used to reflect on the intensity of use.
- Conduct formal survey of shoreline to determine where the 30m buffer is and where the 247m flood elevation is located. Create a “legal, non-conforming” category for homes in shoreline buffer.



- Allow only natural vegetation along the shorelines.
- Shift the criteria for the construction of buildings away from property ownership to land capability and the potential for neighbourhood development
- Rethink residential and business development proposals in the north end of the community to avoid sprawl. “Recast” Chemong Street as the “high” street or “main” street of the community to facilitate greater development in this area.

THE FINANCIAL POSITION OF CURVE LAKE

Current Financial Position

The financial position of the Curve Lake First Nation is currently strong. As indicated in the statement below, at March 31, 2008, Curve Lake had total assets of \$17,009,135, of which \$14,126,384 is financed by members' fund balances and equity.

Curve Lake First Nation Statement of Financial Position March 31, 2008

ASSETS

Current Assets		\$8,742,171
Capital Assets		4,652,473
Mortgages Due from First Nation Members	\$3,427,435	
Less: Provision for forgiveness	<u>(339,706)</u>	
Funds held in Trust by Federal Government		414,729
Long-Term Investments		<u>112,033</u>
TOTAL ASSETS		<u>\$17,009,135</u>

LIABILITIES

Current Liabilities	\$1,636,333	
Long-Term Debt	<u>831,689</u>	
Total Liabilities		\$2,468,022

FUND BALANCES

Members' Fund Balances:		
Unrestricted	\$2,477,986	
Internally restricted	<u>7,883,791</u>	
Total Members' Fund Balances		\$10,361,777
Equity in Trust Funds		414,729
Equity in Capital Assets		<u>3,764,607</u>
TOTAL LIABILITIES, FUND BALANCES AND EQUITY		<u>\$17,009,135</u>

Source: Curve Lake First Nation 2008 Audited Financial Statements



Current assets include almost \$7.9 million in short term investments and \$423,000 cash. The short term investments come from revenue that has been received and not spent. It has been invested to earn additional revenue to finance other expenses. The majority of the excess cash is from the accumulation of unexpended gaming revenues. Short-

term investments are managed by CIBC Wood Gundy in accordance with an investment policy set by the First Nation and in accordance with the Ontario First Nations Limited Partnership Agreement. Earning revenue through investments is an effective use of cash that is not used to deliver programs and services. However, with short term investments, one gives up the opportunity to generate a higher level of income for easy access to cash. Consideration should be given to investing more of the cash into longer term investments. This would increase the ability to earn greater income off the idle cash. Given that the money is the First Nation's, as a whole, care still needs to be taken into the type of investment to safeguard the value. This will offset the rate of return somewhat. The maturity dates of all investments can be staggered to provide access to the cash when needed without the loss of the additional income.

The capital asset value of \$4.6 million is based on the cost less amortization (provision for the decline in value due to age and wear and tear). The capital assets primarily include buildings of \$3 million and land of \$953 thousand. Other capital assets include roads and fencing, wells and pump houses, automotive equipment and office and computer equipment. Mortgages due from First Nations are balances of loans that have been approved and paid to band members. The long term investment is a 5-year guaranteed investment certificate, and it will be maturing on August 4, 2009.

Current liabilities include accounts payable and deferred revenue. It is mainly deferred revenue of \$945 thousand. Deferred revenue is funding that has been received for specific purposes but hasn't been spent. Under the terms of the funding agreements, the revenue may be spent in the next fiscal year, so it is deferred.

Members' fund balances are the accumulation of surpluses of revenues over expenditures. The fund balances are separated between restricted and unrestricted fund balances. The restricted fund balance is set aside for specific purposes or to comply with funding agreements. For example, gaming revenue funds must be spent on five specific areas, those being community development, health, education, economic development, and cultural development purposes. Any gaming revenue that has not been spent must be set aside in a restricted fund for future use. The restricted members' fund balance was \$7,883,791 at March 31, 2008 of which \$6.5 million was related to gaming revenue distribution.

The table below outlines the breakdown of the restricted fund balance.

Purpose	Amount
Ontario First Nations Limited Partnership	\$6,538,766
Capital Housing Program	950,302
Minor Capital	150,000
Education	150,000
Education Project Reserve	80,723
Apartment Replacement	14,000
Total Restricted Equity	<u>\$7,883,791</u>
Source: Curve Lake First Nation 2008 Audited Financial Statements	

The unrestricted fund balance is the accumulated surpluses that are not restricted, and the amount that the First Nation has total control over. The unrestricted fund balance at March 31, 2008 was \$6,242,593. This was comprised of equity in the operating fund of \$2,477,986 and equity in capital assets of \$3,764,607. In 2008, \$592 thousand was invested in capital asset purchases. The balance of \$3,173 million results from capital asset purchases in past years less the provision for amortization.

Recommendations

- 1) Review the First Nation investment policy to assess the rates of return for short and long term investments and allow investments in long term investments.
- 2) Invest additional cash in long term investments based on the rates of return, security of the investment value and ongoing cash flow requirements of the First Nation.

Operating Funds

The Curve Lake First Nation has consistently incurred deficits from its operations in the past few years as demonstrated in the following comparative statements of revenues and expenditures. The deficits have occurred in health, education and economic development, public works and capital.

In the year 2003, there was a surplus of \$940 thousand, but it resulted from almost \$1.2 million of gaming revenue distributions and related interest income that was surplused and not set aside in a restricted fund. Furthermore, amounts were transferred into the restricted fund balance between the years 2003 and 2007 for capital housing and minor capital as required under funding agreements. Over \$500 thousand was also



transferred from a restricted fund or unrestricted fund balance to finance First Nation housing construction, land and buildings.

First Nation revenues have not kept up with the increase in expenditures. Between 2003 and 2007, revenues increased from \$7,897,795 to \$8,299,736 respectively. This is an increase of \$401,991 or 5%. Including transfers to restricted fund, expenditures increased from \$6,980,842 to \$8,446,163 during the same period. This is an increase of \$1,465,321 or 21%. Expenses increased 4 times as much as revenue did.

The result of the ongoing deficits is the consumption of the unrestricted members' fund balance. The unrestricted members' fund balance declined from \$3,699,241 in 2003 to \$2,477,986 in 2008, a change of \$1,221,255 (33% decline) in the past 6 years.



Curve Lake First Nation
Comparative Statement of Revenues and Expenditures
Year Ended March 31

	2007	2006	2005	2004	2003
REVENUE					
Federal Contributions					
Indian and Northern Affairs Canada	4,209,434	3,628,024	3,598,684	3,736,062	3,425,985
Health Canada	906,170	929,363	837,932	809,155	868,221
Human Resources Development Canada	235,180	85,406	74,760	178,689	64,472
Other	65,618	53,858	12,243	0	0
Total Federal Contributions	<u>5,416,402</u>	<u>4,696,651</u>	<u>4,523,619</u>	<u>4,723,906</u>	<u>4,358,678</u>
Provincial Contributions					
Ministry of Community and Social Services	1,239,764	1,213,732	1,075,516	1,296,231	1,329,296
Ministry of Health and Long Term Care	258,442	209,017	225,324		
Ministry of Transportation	19,482	19,864	19,100	19,100	19,100
Total Provincial Contributions	<u>1,517,688</u>	<u>1,442,613</u>	<u>1,319,940</u>	<u>1,315,331</u>	<u>1,348,396</u>
Other Revenue	<u>1,365,646</u>	<u>1,759,194</u>	<u>1,452,978</u>	<u>1,423,526</u>	<u>2,190,671</u>
Total Revenue	<u>8,299,736</u>	<u>7,898,458</u>	<u>7,296,537</u>	<u>7,462,763</u>	<u>7,897,745</u>
EXPENDITURE					
Education and Economic Development	2,745,473	2,685,832	2,565,600	2,599,444	2,386,000
Health and Family Services	3,273,993	3,130,849	3,035,484	2,927,106	2,874,877
Public Works	752,731	567,289	542,683	846,307	558,309
Administration	1,062,485	1,039,070	853,391	741,503	662,413
Capital	400,378	460,693	1,036,270	500,787	484,948
Total Expenditure	<u>8,235,060</u>	<u>7,883,733</u>	<u>8,033,428</u>	<u>7,615,147</u>	<u>6,966,547</u>
Excess of Revenue over Expenditure	<u>64,676</u>	<u>14,725</u>	<u>(736,891)</u>	<u>(152,384)</u>	<u>931,198</u>
(Expenditures over Revenue) for the Year					
Transfer from (to) Internally Restricted Fund	(211,103)	(29,170)	88,005	(51,870)	(14,295)
Transfer from Unrestricted Members' Fund			459,942		
Net Surplus/(Deficit)	<u>(146,427)</u>	<u>(14,445)</u>	<u>(188,944)</u>	<u>(204,254)</u>	<u>916,903</u>

Source: Curve Lake First Nation Audited Financial Statements

Note: 2008 amounts are not included because they are not comparative with previous years due to a change in the auditor and financial statement reporting format.

Revenues

The Curve Lake First Nation delivers its programs and services with funding from a variety of sources. The First Nation possesses three multi-year agreements for the provision of community services. They are the Canada/First Nation Funding Agreement, Health Canada Consolidated Agreement and Gaming Revenue Agreement.

Indian and Northern Affairs Canada

The Canada/First Nation Funding Agreement (CNFNA) is with Indian and Northern Affairs Canada (INAC). It provides core funding over a 5-year period for band support funding, education, capital and infrastructure, income assistance and social support services, housing, community economic development, and lands management. The CNFNA also provides funding for targeted programs on an annual, renewal basis or on a project basis. Core funding in 2008/09 was \$3,560,621, and targeted funding was \$494,921. The CNFNA provided the majority of funding for community programs and services at 38% of total funding in 2007/2008.



The CNFNA terminates on March 31, 2010, and renewal negotiations are pending. The existing CNFNA is not expected to be renewed beyond 2010 due to a new Treasure Board directive and transfer payment policy that came into effect October 1, 2008. The new policy is expected to ensure that transfer payment programs are designed, delivered and managed in a manner that takes account of risk, demonstrates value for money and is supported by cost-effective oversight and control systems at departmental and government-wide levels. A new funding mechanism is being

developed based on the new transfer payment policy and directive. No information is available regarding the form and changes to the agreement.

As with previous CNFNA renewals, the First Nation may be given the option to contract at the existing core funding amount or to rebase the core funding using INAC formulae. The anticipated core funding rebase has been provided to the First Nation. The rebase will result in the First Nation receiving \$6,189 less than the current core funding levels. Under the rebasing formulae, band support funding and education funding levels will increase. However, these increases will be offset by decreases in funding levels in economic development and housing. The rebased budget for facilities O & M is based on the 07/08 ICMS database update. The water treatment plant that is expected to be completed in the next 2 to 3 years is not included in the O & M budget. The water treatment plant will result in greater O & M costs for which additional funding may not be received under the existing rebasing formula.

Management and Council may be given the option of a multi-year agreement or an annual agreement like the CNFNA and CFA (comprehensive funding arrangement) respectively as has occurred in the past. Currently, the multi-year agreement provides core funding at an agreed amount over the 5-year term, and it gives the First Nation certainty regarding the core funding levels for the 5 years. The CFA is renewed annually and gives the First Nation the opportunity to negotiate increased funding levels should changes occur within the First Nation. The greatest benefit of a CFA-like agreement will go to those communities that expect a significant population change or increase in capital projects. Significant population changes impact education and social assistance costs. Capital project changes impact the operations and maintenance (O & M) costs.

Recommendations

- 1) Monitor announcements and information that is released on the new funding mechanism that is expected beyond March 31, 2010
- 2) Assess how the new funding mechanism will affect First Nation funding in light of the following:
 - a. Sharon McIver - There are concerns that if the Supreme Court rules in favour of Sharon McIver, the Curve Lake First Nation status population will increase significantly. This may increase operating costs resulting from greater demand on services by re-instated status members.
 - b. Capital Water Project – This project is expected to be complete in the next 2 to 3 years and will expand the capital assets by \$17 million. Greater O & M costs are expected with this new asset which will increase the First Nation operating costs.

Health Canada

The consolidated agreement with Health Canada is a 3-year agreement that provides core funding for community health programs, health protection, primary health care, medical transportation, health governance and infrastructure support. Annualized funding is also included in the agreement for Early Childhood Development, Children's Oral Health and Medical Transportation. The core health funds for 2008/09 were \$735,591, and annualized funds were \$240,868.

The consolidated agreement terminates on March 31, 2011. Prior to the termination date, a program evaluation is usually undertaken to evaluate the effectiveness of the health programs. It is also prudent for the First Nation to update their community health plan to determine priorities for the next agreement period and assess the costs related to meeting those priorities.

Casino Gaming Revenue Distribution

The Casino Gaming Revenue Distribution agreement distributes a share of gaming revenues to the Ontario First Nations. The gaming revenues over the past 5 years have not been consistent, and the lowest amount was received in 2007 in the amount of \$194,955. The highest amount was received in 2006 in the amount of \$504,541. The inconsistency resulted from court challenges pertaining to the revenue distribution and negotiations for the new provincial gaming revenue distribution agreement.

At March 31, 2008, \$6,538,766 was set aside in the restricted fund for accumulated gaming revenue distributions and interest earned on the funds. The amount in the restricted fund balance results from limited spending of the distribution revenues. Under the agreement, the distributions may be expended on activities related to community development, cultural development, health, and education for band members and future generations. It is understood that the spending has been limited because Council does not want gaming revenues expended on items already funded under other programs. Respondents to the community survey expressed criticism regarding the gaming revenues, as follows:

- *gaming revenue money needs to be used*
- *the gaming fund should not be used for equipment purchase when there are obvious needs within the community*
- *gaming revenue should be equally used for all members' benefits and not just on-reserve members.*

These comments can be related back to the limited spending of gaming revenues as well as communication issues. If community members were informed of the rationale for limiting the gaming expenditures, they may not be as critical.

The gaming revenues are an important source of funds to provide priority services within the community that are not funded. For example, Council has decided that funding be provided for all members to have a will drawn up. There is no funding for this type of service. Gaming revenue may be creatively used to support this essential, unfunded service.

Recommendations

- 1) Develop priorities for the expenditure of gaming revenues to aid in growth and development within community.
- 2) Communicate priorities and policies for the gaming revenue to community members.

Annualized Agreements

The First Nation possesses a number of annualized agreements to deliver “regular” community programs and services. The Ministry of Health and Long Term Care provides funding for

homemakers and nursing services. The Union of Ontario Indians provides funding for Healthy Babies Healthy Children and Community Wellness Worker programs. The Ministry of Children and Youth Services provides funding for daycare and child welfare programs. These agreements are renewed annually contingent on government appropriations.



Expenditures



As indicated earlier, the increase in expenditures has far exceeded the increase in revenues. The escalation of expenditures is a critical issue. If nothing is done to control expenditures in relation to revenues, the unrestricted members' fund balance will continue to be consumed until it will no longer be available. There was a deficit expected for the 2009 year which will consume more of the unrestricted members' fund balance.

The current level of programs and services delivered by the First Nation cannot be sustained now or into the future. In 2008, Curve Lake expended \$8,914,704 to deliver community programs and services, an average of \$6,550 per resident. If Council would like to maintain the same level of programs and services in 10 years, the First Nation will require \$11,987,855 (including 2% inflation) to the projected on-reserve population of 1,508. In 20 years, the First Nation will need \$15,737,215 (including 2% inflation) to provide the same level services to the projected resident population of 1,624. It is highly unlikely that revenue will increase to fund these increasing costs.

Every community has a need to deliver services that are not funded under agreements which are considered important for community members. Additional revenue needs to be secured or expenses need to be cut. Curve Lake must proactively seek funding and generate own-source revenue to deliver additional, necessary services. Further, prioritizing of programs and services is needed to deliver those services considered necessary for members. These necessary services must drive negotiations for funding renewal.

Recommendations

- 1) Control expenditures and limit spending to the funding available under existing agreements.
- 2) Proactively seek and submit proposals to access additional funding to provide the services needed within the community.
- 3) Set priorities for community programs and services, and negotiate funding agreements based on priorities.

First Nation Budgets

With the exception of 2007, Curve Lake has consistently budgeted deficits. As these deficit budgets are approved, Council must keep in mind the following implications:

- Not enough revenue is anticipated to offset all expenses
- Deficits eat away at the members' unrestricted fund balance
- The consumption of the members' unrestricted fund balance can only go on for so long before the financial position of the First Nation is placed in jeopardy
- Once the deficit matches the prescribed formula in relation to members' equity, INAC will consider intervention measures such as remedial management, co-management or third-party management.

In order to control expenditures, greater consideration is needed in establishing and monitoring budgets. Discussions must be held regarding the implications of decisions that affect the budgets and First Nation finances.

Chief and Council, the Finance Committee, General Manager, Finance Controller and Department Managers all need to be involved in the development and monitoring of budgets to improve the management of First Nation finances and increase accountability. Currently, the General Manager develops the budgets and recommends the budgets to the Finance Committee who recommends it to Chief and Council. The Department Managers don't appear to be involved in the establishment of budgets or accountability for department expenditures. If the Department Managers become involved in this, they will build their capacity and alleviate some responsibilities from the General Manager who is facing increased responsibilities in other areas.

Recommendations

- 1) Develop budgets in consideration of the funding available. Set priorities for core funding such as band support funding and community health programs to provide essential services needed within the community.
- 2) Consider those services that are considered "non-essential, but necessary" for which funding is not available under Casino Rama funds or consider them provisional services contingent on the securing other external, project funds.
- 3) Involve the Department Managers in budget setting and control of department expenditures to increase the accountability within their department and help them become more aware of the available funding and what they can spend on programs.



THE ADMINISTRATION OF CURVE LAKE

Overall, Curve Lake First Nation is not a bad community. Many of the factors that affect all of society are the same as those of Curve Lake.

Vision

*Our Vision for the Mississaugas of Curve Lake First Nation
is self-sufficiency for the individuals and for the community;
with a land base, an economy and infrastructure
to meet the needs of our community.*

This community vision was developed by the community many years ago. To that extent, it has become forgotten and somewhat lost in providing direction to the Community, Chief and Council and the Administration. The community has made many advances since the development of their vision. By taking a comprehensive audit on the First Nation, the First Nation may begin to realize how far it has progressed and what it needs to do to further this vision. The First Nation may also realize that this vision is outdated and needs to be renewed and revitalized to be able to give purpose back to all of the players involved.

The vision statement is important to the community, primarily because it gives the Chief and Council decision-making direction and allows for continuity through the changes in the administration. Chief and Council have the opportunity at any time to revisit this and make changes, however as it is developed by the people, it is usually maintained. As the Vision ages, it is necessary to make change through a strategic planning process.

The Vision statement also provides the direction in which every area of the community can take on a mission. Within the organization, there does not seem to be commitment back to this vision. The mission statements in the Terms of Reference do not refer to this statement, so it becomes unclear as to what the mission actually is. To get every component working together, this needs to have more emphasis placed within the operations.

Organizational Structure

Curve Lake First Nation is a community of people and therefore the people determine the course which the community will travel. There are a number of factors that can have an influence on Curve Lake's community vision. The following is list of some more relevant relationships to the First Nation.

Components	Influences
Native Community	History and Cultural
Indian Act	Indian and Northern Affairs Canada
Public Services	Indian and Northern Affairs Canada, Ministry of Community and Social Services
Fire Services	Smith, Ennismore, Lakefield Township
Police Services	Ansihnabek Police Services
Land Claims	Associations with other First Nations, Rama, Scugog, Alderville, Moose Deer Point, Georgina Island, Beausoleil
Island Ownership	Trent Severn
Land Management	Federal, Certificate of Possession Holders
Curve Lake Business Owners	Profile of the community
Casino Rama	Funding Agreement
Hunting and Fishing Rights	Ministry of Natural Resources

All of these different areas have a different purpose for operation and each can have an impact on the organizational structure.

The organizational structure of Curve Lake appears to be influenced considerably by these outside factors. Under the Indian Act, Curve Lake members are represented by the governance. The governance consists of one Chief and eight Councillors. Although there is eligibility for more Councillors, Curve Lake remains under the Indian Act regulations for governance. At one time this was due to the funding that was received through Indian and Northern Affairs. If a community had their own election code, it was no longer eligible for funding. Curve Lake Elections are now subject to the changes that are taking place within this structure.

Another area that this seems prevalent is in the Health and Family Services Department. It appears that the organizational structure is determined based on funding through First Nation Health Branch or the Ministry of Community and Social Services in spite of some of the areas better

servicing the community by being associated with other departments. The Day Care and Education, the Seniors Centre as a stand alone enterprise, Child Protection as part of justice and Social Services integrated with Employment and Training are some examples of changes that could be made, but the funding sources are either not willing to move on these matters or Curve Lake is content to ensure funding arrangements are maintained for internal reasons.

The result of all of these pressures is that the community of Curve Lake is not having their needs met in an efficient and effective manner and the operators of all of these services take the blame and in many cases are considered incompetent. From this, there is a lack of interest from the community and subsequently a lack of community commitment.

Curve Lake needs to take a look at its organization to provide the best service for the community. Throughout the document, each department will be examined to provide areas that may assist in the organizational structure.

Historical and Cultural Preservation

Historical and Cultural preservation seems to be more prevalent. Historical and Cultural preservation is scattered between Health and Education. From the review, the sense is that the major component to culture is language and traditional healing. Unfortunately, there are large components of the culture that are being lost with each person lost to the community.

In meeting with the Rights and Resources Committee and the PowWow Committee, both sensed a willingness and wanting for many individuals to gain more of this knowledge back and become more integrated with their culture. Economic Development and Education view the Cultural Centre as a good component to this area. Curve Lake does not however have an outlet for a person that wishes to return to this culture or to blend components of the culture to that of the mainstream.

There are many components available to this type of person. A person wishing to “live the life” could go to one of the undeveloped islands and completely immerse themselves if they wish to. Special protection could be provided to these individuals through Chief and Council by setting aside these lands and protecting them from development. The rights of a person would have to be defended through Chief and Council through special acts and the guidance of the Rights and Resources Committee. As stated in the mission statement, this is a self-sustaining person with self-sufficiency within the community and needs to be accepted as such.

The community also has the ability to allow for the integration of components into the community. In all areas Curve Lake would have to adjust their services to allow for the “Native Way”. It is reasonable to expect that not all areas can meet this challenge, but where possible, Curve Lake should encourage this to try and retain their cultural heritage and work to incorporate it back into the community. In some cases, it provides for more opportunity or a better outcome than the current methods.

Committee Structure

Curve Lake uses Committees to gather input from the membership and to ensure that the community is represented in all discussion regarding public policy. To ensure this happens, the terms of reference outline the composition of each committee to be inclusive of people that are directly linked to the matters at hand. The overall consensus is that the committee structure works and is the best solution for Curve Lake First Nation.

There are areas of concern within this structure. For the most part the committees are reactive and view themselves to be so. For a discussion to begin on public policy, it is typically directed from Council to the Committee. Rarely does it happen that the committee is gathering the necessary input from the community members to put forward new ideas to Council or solutions in a proactive manner.

The committees have a number of individuals that participate in a number of committees. In one instance, a person was on seven different committees. Through the interview process, there were many occasions that you would meet the same community member over and over again. Unfortunately, this is a product of community members not having the time and ultimately not wanting to be involved in the process. This is common throughout First Nation's and within the municipal structure of non-First Nation communities as well. Getting people interested in participating is an issue for Curve Lake.

Where committees are being used to influence policy this does make a difference. There are several good committees doing good work within the community. In many cases these have leadership within the committee where people have been involved in working with committees before. All of the committee members are actively involved and have a good understanding of their roles. Roles are delegated or chosen by the committee members for their expertise whether it be a council member, staff member, or community member. Each brings some expertise to the table and when they are given the lead in this area, they gain a sense of ownership with that particular area. It also makes them feel that they can make a difference. For a person overseeing a particular area that is affecting their lives, a problem can be examined through the committee to gain an understanding of whether the problem is an individual or systemic problem. For a personal problem, there may not be a need for a change in public policy. However for a systemic problem, the committee has the ability to make recommendations on change to public policy. Committees seem to be reluctant or do not have the time, or do not know how to gather the necessary information to determine these factors. When they do, they move forward at a brisk pace with direction and purpose.

Committees generally feel that they have the resources necessary to do their jobs. Relating back to the previous comment, one of the resources that was often mentioned is statistical information. Employees of Curve Lake are placed on these committees to act as resources. These individuals should be able to provide or be able to gather that information. Another resource that they feel is lacking are good community communication techniques.

Committees generally feel supported by Council. There are very few instances of support not being provided. Committees generally feel that Council understands their purpose and having Council members on the committee does help in this process. The committees would like direction from Chief and Council.

Authority is not an issue for the committees. For the most part, the current system is comfortable and they do not feel they have the expertise and the resources to go to another level. Although some areas may be better served, capacity building would have to be major component of this plan.

Finance and Administration

In business, Administrative functions can usually be divided into four main categories including:

- Finance
- Human Resources
- Marketing
- Information Systems Management

In many cases, these are centralized services that have little money making or revenue generation potential, but add value to the business or organization through their actions. Within business, these departments are usually required to get the best results for the least amount of money. This is done through centralizing services, or targeting and maintaining certain functions that work effectively within the organization.

The major hurdle that First Nation Administrations have in providing these services is cost. These are in businesses considered cost centres and as a result there is no funding in public administration for these types of positions. In some areas where there are own-source revenues, First Nations are beginning to realize the value of these positions by adding in positions such as HR Coordinators, Communications Coordinator, and Information Technologist. All of this is to provide better efficiencies within the organization.

In Curve Lake, the Finance and Administration area is small in spite of the fact the organization is growing. Within the organization, priority has always been given to the reasoning that the major administrative function that can be considered a centralized service is in the area of financial control. As an organization grows, there are more opportunities for efficient use of public resources by centralizing other services as well. The entire staff has grown over time and the Finance and Administration Department are now beginning to realize these areas and react in a positive manner. These services are left to individual departments to complete, usually with less than adequate resources.

Examples of this can be seen throughout the organization in the marketing of services available to the members. The community is unaware of many services that Curve Lake provides or does not participate in simply because of poor marketing. As these individuals may be specialists in their own field, it is not expected that they will be a good marketer or even know of good marketing

techniques. As a result, the entire organization is branded as inefficient based on poor marketing. In many cases, this is the same with Human Resources, Finance and Information Technologies.

Finance and Administration Vision

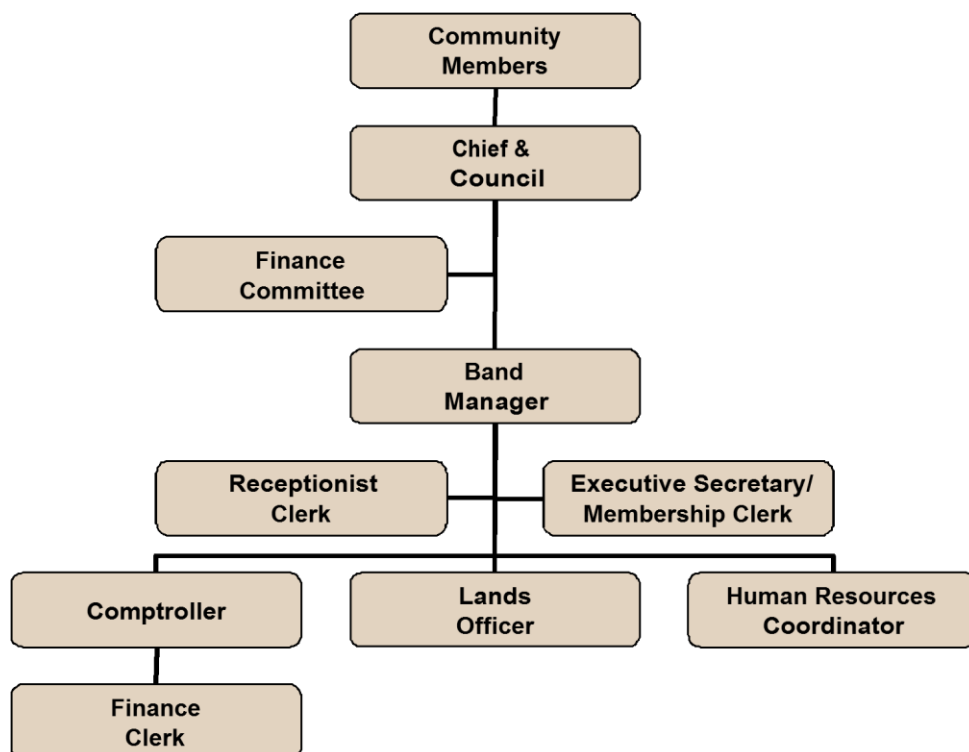
Curve Lake has a lack of vision within their financial and administration policies. The terms of reference for the finance committee have been updated within the last three years, but this does not help with the strategic planning process and meeting the organizational needs in these areas.

Chief and Council need to have an active role in this process. The process of making money work for the First Nation needs, is a key element in providing services. Among all of the committees, this is the concern, mentioned most often.

These are also the people that provide the services that will ultimately determine the fate of the Chief or a Councillor. How the community perceives the administration is typically how they perceive Chief and Council. In many areas, there seems to be division rather than a team approach and this is affecting the general operations.

Finance and Administration Composition

The composition within this area is deceptive when viewed in this manner. Although the General Manager is seen in this as being the lead person within the department, the position also has direct reporting and responsibility levels as the lead person in Economic Development, Municipal Services, Capital Projects and Lands Management. The position also has functions within the Education and Health and Family Services Department. Given this, the time is spread out over each of these areas in quite thin. Good support staff are helping to keep all of the areas functioning, however, the authority for decision-making and overall responsibility lies with this position and cannot be



discarded as having no effect on the operations.

The management of the Finance and Administration is controlled by three main principles:

1. Chief and Council
2. Finance Committee
3. General Manager

Chief and Council oversee the operation and are the primary authority over any change to public policy in Finance or Administration. They are responsible to the Community of Curve Lake and to the Membership of the Curve Lake First Nation. Chief and Council dedicate a portfolio to a Council member to ensure there is integration with all of the management components.

The Finance Committee is actively involved in the Finance process. They are moving forward to provide more accountability to the membership and better transparency in the operations. Currently, the committee is mired in the catching up process of revising policies and trying to get better control mechanisms into the system. The committee has the potential to provide much more to the community by being proactive. The committee has the potential to evolve and provide something back to the community in terms of financial resources. Direction on this matter would be of great assistance.

This area is one of the key priorities for the General Manager. Finance and Administration is necessary within the organization and with no Management in place to oversee this, this responsibility falls to this position. In addition, the General Manager must meet the increasing demand for Human Resource Management for the entire organization. Dealing with systemic problems caused by changes in the community, legislation, society and other factors remains one of the key roles of this position. To assist with the general administrative functions, there are two personnel dedicated to these functions. These are the Receptionist and the Executive Secretary/Membership Clerk.

To oversee the financial operation of the organization, there are two functioning positions. These are the Comptroller and the Finance Clerk. These individuals perform the central finance services that include the inputting of information, the production of reports and the completion of payroll. They also provide functional support to the departments by accepting accounts receivable, producing cheques, providing budget reports and other financial functions.

The most recent addition to the administration staff is the Human Resources Coordinator. This is a very new position designed to develop and centralize the Human Resources functions within the entire organization.

Finally, there is the Lands Officer. This position is an administrative position that prepares Land Transfers, prepares leases, and performs other administrative functions for the lands of Curve Lake.

Success in Finance and Administration

- Established a Budgeting process
- Meeting regularly
- Established the in-house financial policy
- Reducing outside sourcing through training
- Increased transparency in operations
- Improved the accountability to the public
- Training of Council on the interpreting the General Ledger
- Training of staff
- Increased the knowledge of staff to make financial decisions
- Reduced the number of surprises at audit
- Better able to ask and answer questions
- Provided support to other departments in getting to their visions

Concerning Factors for Curve Lake Finance and Administration

- Lack of time to meet with the amount of work in the revision of the Financial Policies
- Ability to find funds to allow some of the work to be outsourced
- Funding Sources not keeping pace
- Expansion over the years has left them Curve Lake playing catch up in many areas
- Trying to keep up with organizational and community demand
- Ability to keep services available
- Lack of own-source revenue
- Lack of community involvement
- Lack of skill sets within the personnel (Proposal Writer, Human Resources, Special Projects)
- Lack of a larger plan
- Need for more community role models
- Public direction on investments
- Lack of a planning process
- Proprietary sense on funds by departments

Finance and Administration Summary

The management of the Finance and Administration area is spread too thin. The General Manager has direct involvement in four other areas that include lands, economic development, capital projects, public works, and more indirect involvement in Health and Family Services and Education. Employees in other areas are taking on more responsibility and being delegated more duties. The Finance Department and Administration Departments are no exception to this scenario.

There are a number of funding sources that finance must be prepared to handle. The largest would be Indian and Northern Affairs Canada, with the Ontario Government being second through the Ministry of Community and Social Services. There are also other funding sources that include

various interest groups and growing areas within the administration including business ventures of Curve Lake. Curve Lake's Financial Department is capable of meeting all of the needs for recording and reporting on the financial position, however from past administration and policy, there is still an underlying doubt in the reliability of all of the information.

Curve Lake has recently made a decision to provide a new area to the Administration. This would be with the hiring of a Human Resources Coordinator. In the past, these services have been scattered throughout the organization with the bulk of it being handled by the General Manager or other management within the organization. This is a positive step for the Administration however it does come at some cost. The position is replacing the Executive Assistant position that was recently vacated. Although Human Resources is an important part of administration, it is concerning that the General Manager will now have to take on this workload with the high workload that already exists. The positive aspect of this is that the personnel policies will be able to be addressed and the hiring of this position should provide better direction to the staff and corporate culture.

The Lands Officer is also included in this section of the organization Chart. The area is not acting as a standalone area and is given a support through the General Manager. There have been actions taken by the General Manager to try and get this position more involved and working better for the community. Recently, the Lands Officer has become a resource to the Rights and Resources Committee. This is only a recent change and it is unclear on the impact this will have. This position has the potential to do so much more for Curve Lake in terms of Lands Governance and needs to be explored regardless of previous self government attempts. Curve Lake is becoming more aware of environmental and land use concerns. At some point, Curve Lake will need to take action on organizing the community through bylaws and zoning and the current structure within this area will not be able to meet the needs of the First Nation.

Organizationally, there is still one area that many organizations involve in their administration and that appears to be missing. This is in the area of Information Technology. This is a costly process, but it does allow for more efficient operations. Having systems that work with each other and are compatible is one of the keys to an efficient operation. Although this is only a minor concern as it is being mentioned only on occasion, it may be something that Curve Lake may have to look at in the future.

Economic Development

In its simplest form, Community Economic Development (CED) can be described as action taken locally by a community to provide economic opportunities and improve social conditions in a sustainable way, particularly for those who are most disadvantaged. Community Economic Development is a participatory process by which communities initiate and generate their own solutions to economic problems leading to positive concrete changes in communities by:

- creating employment
- stabilizing local economies
- reducing poverty
- contributing to the health of the natural environment
- building on local resources and capacities
- increasing community control.



Economic Development Vision

Curve Lake First Nation has recently created a strategic plan for Economic Development within the community. The vision reads as follows:

Our Vision for the Mississaugas of Curve Lake First Nation is self-sufficiency for the individuals and for the community; with a land base, an economy and infrastructure to meet the needs of our community.

The mission statement in the document states the following:

To provide for the creation of a prosperous community.

The strategic plan was developed through meetings with the community members, the Economic Development Committee, the Economic Development Corporation, First Nation Managers and the Chief and Council. The document set out clear short and long term goals.

The short term goals included the following:

- Undertake a Leakage Study
- Develop a Comprehensive Community Plan
- Increase Economic Development Skills Base
- Develop Roles and Responsibilities Policy For Economic Development
- Develop Basic Investment Criteria For First Nation Based Economic Generation Projects

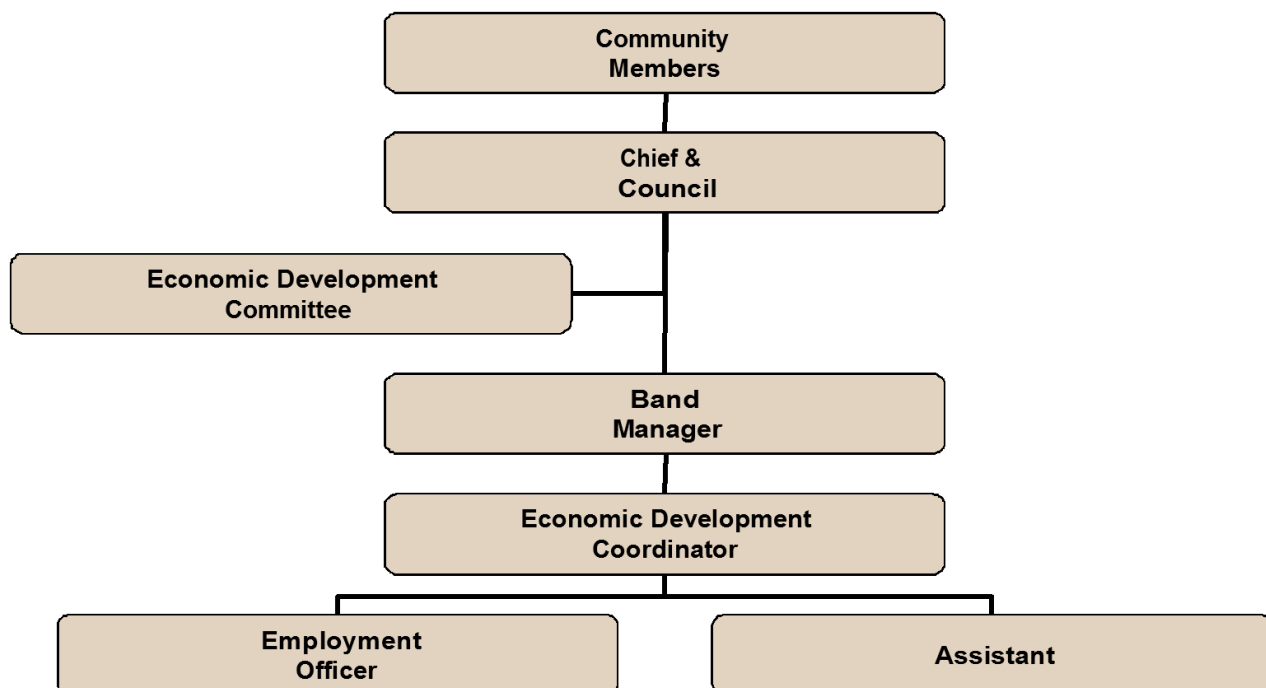
The long term goals were as follows:

- Water Based Tourism
- Cultural Tourism
- Partnership Development
- The Increased Native Student Population
- Investigate Opportunities to Increase Land Base
- Development of Franchises
- Add a market analyst position with the economic development department
- Increase available loan dollars to the loan program
- Developing the specialized trades

Economic Development Composition

Given the definition of Community Economic Development, it can be stated that every department and committee has the potential to make an impact on the Economic Development of the Curve Lake First Nation. There are four key stakeholders that drive and have the potential to make a direct impact on the prosperity of the First Nation.

- Chief and Council
- Curve Lake Administration
- Economic Development Committee
- Curve Lake Economic Development Corporation (currently dormant)



The management of Economic Development is controlled by three main principles:

1. Chief and Council
2. Economic Development Committee
3. General Manager

Chief and Council oversee the operation and are the primary authority over any change to public policy in economic development. They are responsible to the Community of Curve Lake and to the Membership of the Curve Lake First Nation. Chief and Council dedicate a portfolio to a Council member to ensure there is integration with all of the management components.

From the Terms of Reference, the Economic Development Committee is a committee of Council established to discuss and make decisions on subjects related to Business, Employment, Training, and Economic Development pertaining to Curve Lake First Nation and its members. Operationally, the committee has very few problems and operates in a regular manner. In general, they act as the eyes of the community for economic development to provide feedback to Council on matters of policy.

In addition, they must develop policy to support the administration in the many band operated ventures that are currently underway. They also provide ideas and input into the departmental operations of Economic Development. Many of the issues brought to the committee are sent from Chief and Council for discussion at the committee level for recommendation. In most cases, these recommendations are supported by Chief and Council and adopted into policy.

Within the administration, there are three committed positions to Economic Development. The lead in this process is the Economic Development Coordinator. The majority of the programs that are band operated are overseen or managed by this position. All of the programs overseen by this position are highly administrative and offer very little financial return at this time. With the bulk of the position being administrative, there is little time for planning, development and partnership building.



There are two individuals involved in Employment and Training. These positions are designed to access funds and operate programs that will provide capacity building within the community. In general, these are functioning at a sub par level. There are many areas that have been sited within the management team and the committees where training is needed, but there is only a limited number of training sessions taking place (average of three per year). Part of this is due to staffing inconsistency, but some of this can also be contributed to the Human Resource functions that are being done by the department for hiring. This is an assumed role as they are likely the most competent given they have operated the hiring process for the hiring of summer students. As such, employment and training are often involved in the hiring process for positions that are not

necessarily related to their departmental activities. In addition to these responsibilities, they also oversee the operation of the Petroglyphs Provincial Park.

Current Programs

- Manage small business centre
- Manage Community Access Program
- Manage Rental Programs
- Manage Cultural Centre Operations
- Website Management
- Manage Small Business Loans Program



Success within Economic Development

- Revision of the Terms of Reference
- Development of the Small Business Loans Policy
- Assisting in the development of the Cultural Centre
- Securing Economic Development lots and Infrastructure
- Development of a strategic plan
- Development of the leakage study
- Development of the Small Business Policy
- Initiate the Community Comprehensive Plan
- Acting on program arrears
- Developing departmental partnerships (Cultural Centre, Species at Risk, Community Access Program)
- Developing community partnerships (PowWow Committee)
- Framework for the Economic Development Corporation

Concerning Factors for Curve Lake Economic Development

- Limited funding generation within the community
- High unemployment
- Lack of opportunity
- Addictions
- Lack of policing for By-Law enforcement (animal control)
- Organizational cutbacks to economic development funding
- Cutbacks to post secondary funding
- Distancing relationships between organization, community member and the Chief and Council
- Lack of Fire Services
- Membership number challenges
- Changes among the elders
- Lack of compatibility within the current technology
- Limited Housing with a limited land base
- Excessive administration workload within the Economic Development Department
- Lack of own source revenue

- Inability of the Economic Development Corporation to become a force
- Spreading out of Economic Development (Gaming Revenue Fund, Economic Development Department, Economic Development Corporation)
- Time required to act as a resource to other areas of the organization (Pow Wow committee, cultural centre, Economic Development Corporation, Petroglyphs)



Education

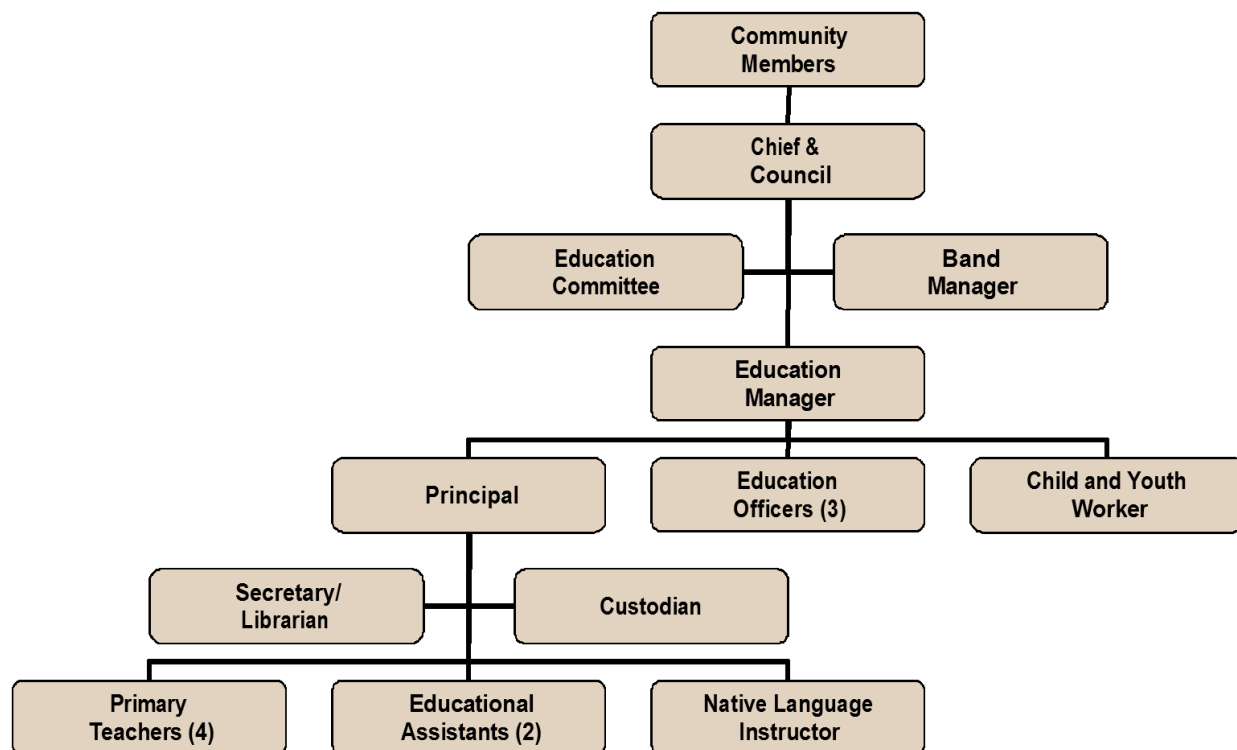
Views on education are different. In its broad sense, education refers to any act or experience that has a formative effect on the mind, character, or physical ability of an individual. In its technical sense education is the process by which society, through schools, colleges, universities, and other institutions, deliberately transmits its cultural heritage or its accumulated knowledge, values, and skills from one generation to another. The Government of Canada states that it “is committed to ensuring that Aboriginal peoples enjoy the same education opportunities as other Canadians. Indian and Northern Affairs Canada (INAC) has primary responsibility for education for First Nations people on reserve.” The Ministry of Ontario states, “First Nation, Métis, and Inuit students in Ontario will have the knowledge, skills, and confidence they need to successfully complete their elementary and secondary education in order to pursue post secondary education or training and/or to enter the workforce. They will have the traditional and contemporary knowledge, skills, and attitudes required to be socially contributive, politically active, and economically prosperous citizens of the world. All students in Ontario will have knowledge and appreciation of contemporary and traditional First Nation, Métis, and Inuit traditions, cultures, and perspectives.” Nationally, First Nation education leaders have deemed Aboriginal education to be in a state of crisis.



Within Curve Lake First Nation education begins at a very young age. Although not part of the current education department, the Curve Lake Day Care Centre provides some programming that prepares students for their educational journey. The education department within the administration provides assistance to their members to reach their goals in successful education from the approximate age of 4 or at the Junior Kindergarten level. The primary focus of the education department remains on students through to the age of 18, based on mandate requirements of the Province of Ontario. Curve Lake First Nation goes beyond the mandated standard by paying special interest in students through to the Doctorate Level of education, however with lesser support as the student reaches adulthood. Since 1995, Curve Lake has operated their own school for kindergarten through grade three. The school is governed locally by an Education Committee and Chief and Council. Beyond this, students within the community are bussed to Lakefield to attend the public or catholic school boards or Peterborough when the student requires special needs assistance. These are operated by the Kawartha Pine Ridge District School Board and the Peterborough, Victoria, Northumberland and Clarington Catholic District School Board. After completing secondary school levels, the students have supports in place to assist in post-secondary studies. There are policies that surround the education department and how the supports are provided with adult based responsibilities to maintain these supports and ensure that the resources are being used efficiently.

Education Composition

Providing Education within Curve Lake First Nation consists of several stakeholders. These include Chief and Council, the Education Committee and the Education Department of the Administration.



The management of education is done in four parts. Chief and Council oversee the operation and are the primary authority over any change to public policy in education. They are responsible to the Community of Curve Lake and to the Membership of the Curve Lake First Nation. Chief and Council dedicate a portfolio to a Council member to ensure there is integration with all of the management components.

From the terms of reference, the Education Committee is a committee of Council established to make recommendations to the Council on policy and legal issues relating to the Education Department including the Curve Lake School, provincial System service purchases, Special Education, Post Secondary Education, and the role of Education in community life in accordance with Program regulations. Operationally, the committee has very few problems and operates in a regular manner. In general, they provide updates to the terms of reference, review the education policies and provide recommendations on these matters. The committee itself feels that it is reactive in nature versus being proactive as the terms of reference indicate. Many of the issues brought to

the committee are sent from Chief and Council for discussion at the committee level for recommendation. In most cases, these recommendations are supported by Chief and Council and adopted into policy.

Within the administration, The General Manager is responsible primarily for the human resources and financial administration of the Education Department and provides support to the Education Manager. The Education Manager is primary principle in the department to provide the knowledge and expertise to the community, staff and committee for efficient and effective operations. One of the primary roles of the Education Manager is to advocate with the program stakeholders to ensure there are adequate supports available for all of the programming within the Education Department. The Education Manager is also responsible for the administration of the department.

The Education Department can be summarized as two entities acting as one that is overseen by the Education Manager. First, the school operations consist of nine staff and a student support staff that consists of five staff. Second, the principal provides the operational and administrative services for the facility to operate, while the Teachers provide the development and adherence to curriculum. The Native Language Instructor provides service that relate to the Ojibwe culture including native language instruction. The Teachers Assistants provide the support to the Teachers to ensure the programs operate successfully. These services are primarily available to those living within the Curve Lake First Nation land base.



Within the Administration, the Child and Youth worker is located at Lakefield District Intermediate School while the Educational Officers are split between Curve Lake School, Ridpath Public School and Lakefield District Secondary School. There is one Educational Officer committed to the Post Secondary Students. Their primary function is to work as counsellors and assist the students in determining goals and solving issues that may hinder their success. Each must handle the administration of their particular programs.

Overall, the employees seem to be engaged in their positions and operate as their positions demand. There is some integration between the stakeholders as the Education Manager acts a resource to the Education Committee and the Education Committee is the resource to Chief and Council. There is integration within the department as the support staff work within the school with all children with special emphasis provide to those requiring unique services. In general, there is combined effort of many individuals to assist the students of the Curve Lake Community.

Education Vision

For the education department itself, there is no strategic plan or vision. The only strategic vision that exists is for the school that was created in 2000. In this document, “the agreed vision for Curve Lake First Nation School is an Anishnabek school in which children can be well educated and gain pride in themselves and their culture.” This appears to have been abandoned in terms of evaluation as the comprehensive school evaluation conducted in 2007-2008 by the Kenjgewin Teg Education Institute mentions only that the principal promotes the vision, but provides nothing in terms of evaluation and progress towards the vision. The document appears to evaluate based on criteria developed by the funding principles as part of a mandated evaluation to be completed every five years.

In general, there is a consensus opinion that education is critical to an individual’s success within society and the role of the Education stakeholders in Curve Lake is similar to the funding stakeholders. Each wishes to ensure that every child has the opportunity to get a quality education. As a result, there is little to differentiate the education of a Curve Lake community member from that of a person that is not of aboriginal descent living off-reserve with the exception of education up the age of approximately seven or eight as the standards are not set by the community, but by outside sources. In general, students are given an adequate level of education as set by provincial standards.

Current Programs

- Curve Lake School
- School Bussing Program
- School Counselling Programs
- Post Secondary Education Program
- Youth Council



Successes within Education

- Continued operation of First Nation School within the Curve Lake Territory
- Continued and elevating education levels of students based on the educational criteria set out through provincial standards based on results of standardized testing within the Curve Lake School
- Providing added benefits to the Curve Lake First Nation culture through the teaching of culturally based initiatives to the children attending Curve Lake School
- Integrating native language teaching into the Curve Lake School curriculum
- Support mechanisms have been developed, communicated and established with the students to promote success and increase completion rates over the last 10 years
- Building the supports necessary to assist students during the approximately five transition period of their schooling experience
- Improving integration techniques to improve student success rates as they move to different school locations

- Providing assistance to students in the 19 to 20 year demographic in returning and completing their studies
- Providing up-dated and improvement to the web-site
- Establishment of the Youth Council and teachings on the Electoral process within Curve Lake First Nation
- Establishment of the Cultural Centre for the promotion of the Anishnabek culture both at home and abroad
- Incorporation of the graduation gala into education to recognize success

Concerning Factors Affecting Curve Lake Education System

Within the Education system now, there are a number of factors that have the potential to profoundly affect the education system of the Curve Lake community. Through discussion with the Education Committee and the Education Department of the Curve Lake First Nation, the following concerns were identified and need to be brought forward and discussed through to resolution. Many of the concerns for the school were also identified in the Comprehensive School Evaluation for 2007-2008.

- Post Secondary funding changes including structure of the program through Indian and Northern Affairs Canada and reductions in funding supports
- Government of Ontario mandating change to Kindergarten and Junior Kindergarten classes to work in conjunction with Day Care Institutions.
- Inequity of costs associated with Aboriginal Students attending off-reserve schools at approximately \$8,000 to \$10,000 per student per year and rising
- General decline in school enrolment based on procreation factors and competition with private schooling such as Catholic, Montessori or home schooling
- Lack of parental involvement as there is no school association or Parent/Teacher Association (PTA)
- Inability to meet all of the needs of the post secondary population, especially those that leave the structure of the education system and then wish to return as their direction in life becomes clearer
- Inability to recognize the employment opportunities within the community to provide succession planning or career planning for community students to assist them to remain within the community
- Community consultation or involvement through the committee in the decision making process regarding the operation of the school
- Communication gaps existing between the committee and the administration regarding the operational concerns of the department.



Education Summary

Curve Lake Education Department provides for education to the community members of Curve Lake First Nation. In some areas, it is doing a very good job. An example of this is the school. The school seems to be meeting all of the demands of the community. It is helped by structured criteria, but the cultural components and excellent teacher to student ratios also make this a very good operation.

Direction is needed within the department as change seems to be a recognized fact. Post secondary funding programs are going to change and Curve Lake needs to prepare. They need to inform the people of this direction and develop methods to assist the community members to cope with the change. Direction is needed to determine the level of importance the educational system will play in the retention of Native Culture in Curve Lake. Education can have the most impact on a young native person and it needs to be determined through community consultation how far the school would be willing to let an individual go to maintain their culture. For example, is a student that shows up in traditional regalia seen as accepted or seen as a distraction to the learning process? Is learning the language and participating in some cultural activities enough? For a long time, this area has been put towards Health to make strides. However, the Education system can have the most profound impact and these discussions need to happen within the community.

Cost effectiveness seems to be one of the largest concerns evident within the department. The cost of sending a student off-reserve to go to school is extremely high when there is a good building that could handle more in an efficient operation. In a 2000 strategic planning document, it was noted that there were more positives to keeping students on reserve to grade six versus grade three. In a school that is experiencing declining enrolment this seems to be the natural choice. Unfortunately, it does not appear that any capacity building or action has been done within the community to take on these new roles by the administration. It is unclear regarding the current availability of qualified personnel within the community to take on these new teaching positions. The school is a good resource for the community that is currently being under-utilized.

Education also seems fragmented based on the funding sources. There is an ever increasing realization that Day Care services are part of the educational process. At one time, many of the people that worked in Day Cares were simply professional homemakers that were expected to babysit their children. Today, these people are well educated on techniques to advance children at even the youngest of ages. Day Care services are included in the Health and Family Services Department. The First Nation needs to examine if this is the best place for this service.

Overall, the Education Department seems to be providing for the education of the Curve Lake members. With some tweaking of the system and better direction, this department has the potential to have the greatest impact on providing a healthy native community for the future.

Capital Projects (Housing)

A Capital Project is a project that helps maintain or improve a First Nation asset, often called infrastructure. Some examples of Capital Projects include:

- New construction, expansion, renovation, or replacement project for an existing facility or facilities.
- The purchase of major equipment
- The major maintenance or rehabilitation project for existing facilities

In general, these are large scale projects usually above \$10,000 for construction or rehabilitation and \$50,000 for major equipment. Also, the asset life expectancies are usually above 10 years in active use.

Health and Safety of the community is where Capital Projects can have the most impact within a community. Large infrastructure projects such as water treatment facilities are created to provide safe drinking water to areas that are becoming toxic due to overcrowding within a particular area. Sidewalks are installed to provide safe transportation routes. Buildings are created to allow for community use in a safe and comfortable environment. All of these contribute to the wealth of the First Nation by having both a financial and socially positive outcome within the community.

Within Curve Lake First Nation capital projects are becoming increasingly important. The community itself is growing in size and there is a higher demand for infrastructure within the community. Curve Lake First Nation appears to be accepting of the underlying principles behind Capital Projects, but offers only reactive solutions to problem areas. Generally, it was thought that the distribution of homes within the First Nation offered sufficient space to maintain a safe environment. This does not seem to be the case as some areas of the First Nation are now seeing the result of overpopulated areas and poor environmental standards of the past. These situations must now be addressed and the Capital Projects area will have increased pressure to meet the demands.

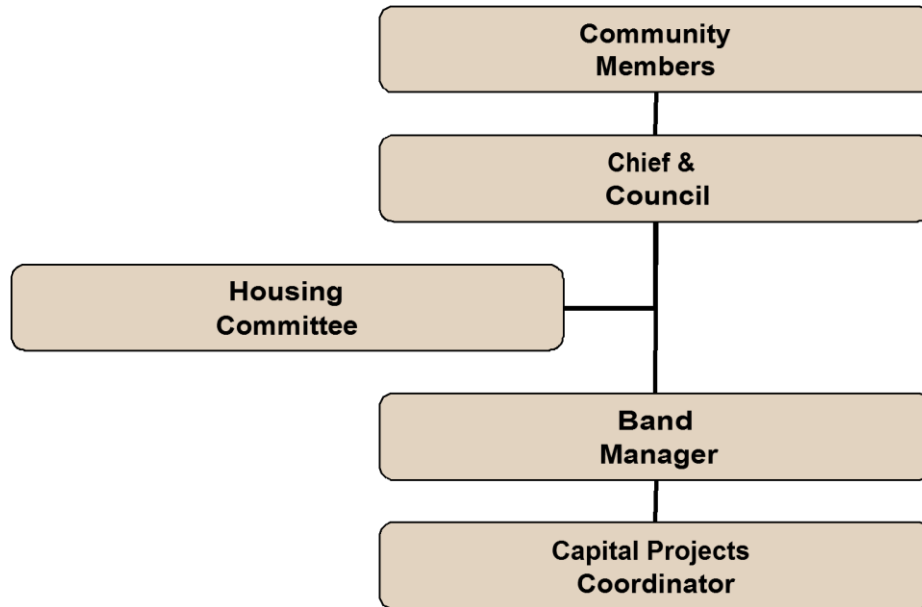
Capital Projects Vision

Within this area, there is no defined definition at this time. There is in the works, a five year planning study that is being done that will provide many of the driving forces for this department, however, the community does require some vision to go beyond the five years. The housing committee has been given a mission statement in the terms of reference that states:

The Curve Lake First Nation Housing Committee is a standing committee of Council established to make recommendations to the Council on all relevant and appropriate housing program administrative, policy and legal matters brought to its attention by members, First Nation staff and Council.

Capital Projects Composition

The composition of the Capital Projects area is quite simple. There are only a few resources dedicated to this area.



As with other departments, Chief and Council oversee the operation and are the primary authority over any change to public policy in capital projects. They are responsible to the Community of Curve Lake and to the Membership of the Curve Lake First Nation. Chief and Council dedicate a portfolio to a Council member to ensure there is integration with all of the components.

The Housing committee plays the major role within this structure. From the terms of reference established in 2005, the Curve Lake First Nation Housing Committee shall help Curve Lake First Nation Council meet the housing program needs of the Curve Lake First Nation members. Given this mandate, the committee views its responsibilities to provide the criteria to assess an individual, complete the assessments, award a project, ensure payment, determine a course of action for arrears, oversee for multiple years. The primary goal of the committee is to ensure that there is fairness in the process by developing policy to meet the needs of the community. As secondary components, they research new methods of providing housing, network with the community to provide information on housing, create and recommend policy and listen for community input. At this time, the committee feels hampered by the lack of a work plan or mission statement. In addition, the history of the program has not been very successful and this also has an impact on their operations to the point where there are limited applications from the community. Although there are resources provided by the administration, there appears to be an administrative backlog and few communication options available to the committee. Generally, this committee feels

reactive rather than proactive in the creation of a good housing program and also that it lacks the technical expertise to provide good service.

The General Manager also plays a role in this department. As this position is spread thin through the management of other areas, there are only minimal amounts of time that can be committed to this area. The bulk of the process is left with the Capital Projects Coordinator. This position is involved in the establishment and development of capital projects for the community. The primary function is to administer the Curve Lake Housing Program. It acts as a resource to the Housing Committee, Public Works Committee and the Administration's internal Health and Safety Committee. This involves the taking of applications, assessments and paying contractors during the building process. Recently, work was been done on the Waste Transfer Station, which the community feels very good about. The newest initiative is to get the water treatment facility started.

Current Programs

- Road Improvements Initiative
- Waste Water Treatment Station Development
- Section 10 Housing Program
- Section 95 Housing Program
- Capital Planning Study
- Community Building Maintenance Program

Success within Capital Projects

- Development of the new housing build policy
- Development of incentive program
- Set out roles of the administration in the Housing process
- Clarifying roles for the members regarding housing
- Added approximately 15 homes to the community
- Added 4 section 10 homes to the community
- Building and operation of two multiplexes
- Completed a Housing Audit
- Decreased arrears with 100% payment for the 2007-2008 calendar year
- Prepared and presented a community meeting regarding roles and responsibilities in the Housing process
- High Speed internet services provided

Concerning Factors Affecting Curve Lake Capital Projects

- Taking on projects with no capacity to manage (knowledge, support funding, etc.)
- Lack of ability to get local contractors
- Overall land use
- Community reaction to water treatment system (individual costs, need, etc.)
- Lack of commitment from community members to finish the projects
- Increasing administration in operation of multiplex unit
- Lot servicing
- Cash Flow (less income being realized from lack of activity in the past)

- Lack of economic stability
- Lack of dollar turnover within the community
- Lack of By-law enforcement mechanisms
- Community expectations are beyond the funding capability of the First Nation
- Infrastructure rapidly approaching an exhaustive level
- Slow Process of transferring land into reserve land
- Impact of economic development initiatives
- Funding Shortfalls
- Aging Infrastructure
- Ensuring contractors can meet the Health and Safety policy of the First Nation
- Lack of housing market within the community
- Prioritizing spending from own source revenues
- Lack of understanding within the department regarding Island Land Use

Capital Projects Summary

Within the current system, there is an abundance of cross-over between Public Works, Lands and Capital Projects. One suggestion provided was that these departments be combined to provide better working relationships and more effective and efficient operations. It appears that the maintenance program for buildings is set under the capital projects banner, while the work itself is done by Public Works. This is creating much of the cross-over and positive interaction between the departments. Public Works was only recently severed from Capital Projects to add more personnel and strengthen the Public Works department while trying to free up more time for Capital Projects. Although the departments have been severed, there is still a moderate level of Public Works administration being done in the Capital Projects department. There is planning that is beginning to take hold in the Capital Projects department. Once the Capital Planning study is complete and adopted, the Capital Projects area will have many more concerns that it will have to provide services for.

The management in this area is too thin. Meeting the needs of the community requires vision and forethought that seems to be lacking. Given that the lead person in this area is responsible for entire organization does not make for effective operations. The result of this is that the Manager has been forced to leave many of the management functions in the hands of a Coordinator. This situation usually creates the overworked and underpaid scenario and leads to personnel moving to better paying positions where the responsibilities have been identified and are properly remunerated.

The committee, although it sees itself as being highly reactive, seems to be on a course for being more proactive. By setting out their responsibilities in a clear manner, they seem to be making progress. They have made advancements in setting housing policies and programs to meet the needs of the community. They are moving ahead with the development of policies that can better handle Section 10 housing request to better service the community and the membership. Although there is a great deal of work to be done, there is an effort from the committee to gather community input and act accordingly. In addition, there is a positive effort to educate the community on the program.

One noticeable fact was that there is minimal interaction with Economic Development given that Capital Projects is a major government source or driver in Economic Development.

Infrastructure money is currently one of the leading contributors to the local economies. Large scale projects usually provide well paying jobs with the trades and usually have some spin-off benefits in terms of long term positions. Economic Development also has the resources to get more funding or combine projects to meet more than just the capital needs of the community. On a limited level and possibly into the future, the structure itself will create a competitive environment versus a cooperative environment if not managed properly.

Municipal Services

Municipal services refer to basic services that residents of a community expect the local government to provide. Basic community services may include sanitation (both sewer and refuse), water, streets, schools, food inspection and other health department issues and transportation. Community governments often operate or contract for additional utilities like electricity, gas and cable television. The available municipal services for any individual municipality will depend on location, history, geography, statutes and tradition. Provided services may vary from community to community depending on the funding that is available for the provision of services. Municipal Services may be run directly by a department of the municipality or be sub-contracted to a third party.

Funding for the services provided varies with the municipality in question. Funding for non-first nation communities can include tax revenue (property tax, income tax, municipal sales tax), fees (such as building permits) or fines such as speeding or parking violations. Within First Nation communities, the most common form of revenue is usage fees or other sources such as profits from band owned or operated utilities.

Within Curve Lake First Nation, there are a number of municipal services available to the public with plans for more. Many of the services are maintained by the Public Works Department. An examination of the services that Public Works and outside contractors provide to the infrastructure of Curve Lake include:

- Good publicly operated transportation routes
- Sidewalks
- Good Refuse waste transfer station
- Public Water
- Hydro
- High Speed Internet
- Culvert Drainage System
- Church
- School
- Community Centre
- Band Office
- Health Centre
- Day Care Facility
- Recreational Facilities(Parks, Beaches, Ball Diamonds)
- Historic Legacy Facilities (Cenotaph, Pow Wow Grounds)
- Cemetery

With the exception of the Health specific programming, Internet and Hydro the facilities are operated and maintained by the communities Public Works Department. Plans are being done through the capital projects department to add more to the list of community offered services. These include a water treatment facility to improve the public water system.

Municipal Services Vision

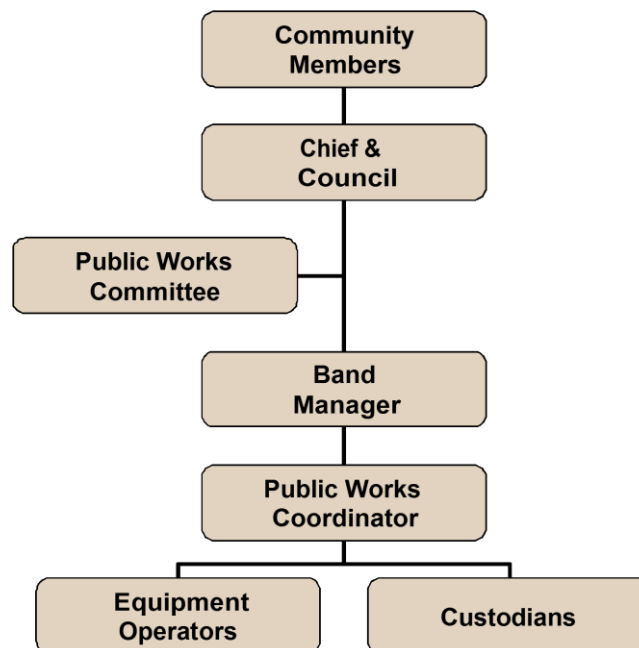
Within this area, there is no defined definition at this time. The planning and visionary process seems to be a process that is taken on by the Capital Projects area based on the studies and recommendation conducted in this area. Once this has been done, Public Works or a third party management the operation that is put into place and maintain the new initiatives. In June of 2007, the Public Works Committee was given the following Mission Statement:

The Curve Lake First Nation Public Works Committee is a standing committee of Council established to make recommendations to the Council on all relevant and appropriate public works administrative, policy and legal matters brought to its attention by members, First Nation staff and Council.

This area is highly maintenance oriented with little in vision or mission planning being done within the department. The committee itself, feels that it will maintain its operations as it does now. There is a sense that there needs to be more planning in this area to provide better services to the Community of Curve Lake. For this, there needs to be more of a planning initiative being put forward to the committee. There is also some sense that the planning initiative is done through the Capital Project Committee and department. As with the job duties, these areas are closely related.

Municipal Services Composition

As with other departments, Chief and Council oversee the operation and are the primary authority over any change to public policy in capital projects. They are responsible to the Community of Curve Lake and to the Membership of the Curve Lake First Nation. Chief and Council dedicate a portfolio to a Council member to ensure there is integration with all of the components.



The committee has few operational concerns. It meets regularly and follows the protocol as outlined in the terms of reference. The Terms of Reference outline the role of the committee as “The Curve Lake First Nation Public Works Committee shall help Curve Lake First Nation Council meet the public works needs of the Curve Lake First Nation reserve community.” The committee interprets this to mean that they to provide a safe community and advise Council on the effective use of resources and infrastructure. Some of the key activities that they perform are in regards to policy development, listen to the community and act as a buffer with regards to community buildings and provide recommendations on land use. The committee feels that it has a good supply of resources, however, with the new Health and Safety program and policies being developed by the Administration, it is anticipated that the demands to Public Works will increase. The added awareness of the staff will likely trickle into the community and the community demand for a safe environment will increase. This will create a need for more people with expertise in specialized areas.

Within the department, there are seven full time staff members to oversee and maintain Curve Lake First Nation assets. The General Manager is part of the department, however, as previously stated, this position is spread thin through the management of other areas allowing only minimal amounts of time to be committed to this area. The bulk of the process is left with the Public Works Coordinator. This position acts as a resource person for the Health and Safety Committee as well as the Public Works Committee. The bulk of the position is administration and delegation of duties to the various personnel. There are time management, planning and maintenance schedules that must be adhered to, and this is the primary responsibility of the Public Works Coordinator.

The employees consist of Custodians and Equipment Operators. The department operates in team oriented capacity. Each of the individuals are capable of performing the different tasks required in the completion of the various projects. To this extent, they generally receive the same training and it is made available to them all. The duties that are commonly performed are waste transfer station operations, roads maintenance, grounds maintenance, and other various duties that provide safe and presentable public facilities.

Although listed within the organizational chart, custodians are spread throughout the entire organization. They are not seen as all being part of the Public Works Department. The tasks of these people involve cleaning only, with no maintenance as this is outsourced.

Current Programs

- Community Centre
- Church Building maintenance
- Grounds Maintenance
- Waste Transfer site operation
- Custodial services
- Water maintenance
- Recreational facility maintenance
- Culvert installation
- Public works equipment maintenance

Municipal Services Success

- Purchasing of new equipment
- Development of the Waste Transfer Station
- Purchase of new snowplow
- Paving of Roads (2003)
- Improvements to street lighting
- Planning for new sub-division
- Installation of new high speed cables throughout the community
- Improvements to beaches and parks
- Upgrade to Public Works

Concerning Factors Affecting Curve Lake Municipal Services

- Water quality now and in the future
- Community sense that public works will take care of everything
- Community sense that public assets are available for public use
- Concerns over public reaction to public water system (fees, reasons for need, mandatory requirements)
- Previous environmental contaminations needing to be addressed (old dump sites, old cars storage, cost to clean up, etc.)
- Provision of services to those not entitled (subsidizing businesses)
- Costs are exceeding revenues
- Sewage treatment
- Environmental concerns
- Lack of environmental protection measures in place
- Difficulty in attracting and retaining qualified employees
- Challenge of getting the community to understand reasoning behind permits, licensing, etc.
- Need for more staff (four full time water operators), capacity building within the community
- Staff skills being used for tasks well below skill set
- No money set aside for capital purchases (new trucks, back hoes)
- Like to install the septic, need for more capacity building, rather than outsourcing
- Generating more revenues for department
- Cemetery property in need of improvements and re-development
- Using discounted rates for public services
- Boat Ramp installation. Putting in public service, Tourism based initiatives
- No budget of parks and recreation or community enhancement.
- Lot of roads that will need sidewalks and sidewalk replacement
- No maintenance program
- No asset replacement program

Municipal Services Summary

Public Works has only recently been split from the Capital Projects Area and there are a number of growing pains. Most notably is the direction that public works now has to take. There is little set aside or dedicated to public works in terms of monetary resources. This section seems to have gone with the Capital Projects side of the budget. Public Works is often viewed as a cost centre, however in most cases it provides services to the community and more notably the First Nation for reduced fees. In many cases, the value added service provided to the First Nation is not charged back to the department or the community and this gives a false impression of the costs for the serviced department and the revenues that Public Works should actually be realizing. Public Works needs to be given the direction to begin to generate revenues that can be put back into the community in terms of improvements to public facilities.

To meet these new goals, the departments will have to do some capacity building within the department. It will have to learn how to charge items through at market rates and the administration will have to learn how to work with Public Works to ensure they meet the needs of their funding agencies. By retaining some of the services and developing new services, Public Works would be able to generate dollars that can be put back into the First Nation for their facilities. Items that will improve Public parks and beaches or improve the aesthetics of their buildings will give the community a better sense of pride. As a result, the Public Works department also becomes a major component of the tourism program within Curve Lake.

Community awareness for a healthy and safe environment are growing. As a result, there will be more demands on Public Works to meet these challenges. As infrastructure capital becomes available, Public Works will have to determine the best course of action increase the level of Health and Safety within the community.

Community asset maintenance should be a major component of the Public Works Department. There needs to be a system developed that will hold resources for the Public Works Department for the maintenance of community infrastructure and subsequently the replacement of these assets. All assets are insured and therefore immediate replacement is not a concern.

Health and Family Services

The Ontario Healthy Communities Coalition states that Healthy Communities are based on the following principles:

- Health is a state of complete physical, mental and social well being. Social, environmental and economic factors are important determinants of human health and are inter-related
- People cannot achieve their fullest potential unless they are able to take control of those things which determine their well-being
- All sectors of the community are inter-related and share their expertise and perspective, working together to create a healthy community

A healthy community process involves:

- wide community participation
- broad involvement of all sectors of the community
- local government commitment
- creation of healthy public policies

Qualities of a Healthy community include:

- clean and safe physical environment
- peace, equity and social justice
- adequate access to food, water, shelter, income, safety, work and recreation for all
- adequate access to health care services
- opportunities for learning and skill development
- strong, mutually supportive relationships and networks
- workplaces that are supportive of individual and family well-being
- wide participation of residents in decision-making
- strong local cultural and spiritual heritage
- diverse and vital economy
- protection of the natural environment
- responsible use of resources to ensure long term stability

Public health is defined as the science and art of preventing disease, prolonging life and promoting health through the organized efforts and informed choices of society, organizations, public and private, communities and individuals. The Government of Canada provides a great deal of funding to aboriginal communities to operate Health Centres and Health Departments. Indian and Inuit Affairs Canada states their participation in Health to be, “ to support Canada's Aboriginal and northern peoples in the pursuit of healthy and sustainable communities and broader economic and social development objectives.”

Social services are put into a community to help those in need. The majority of this funding is provided through the Ontario Ministry of Community and Social Services. The goal of the Ministry of Community and Social Services is to build thriving and inclusive communities sustained by the economic and civic contributions of all Ontarians. The Ontario ministry's

mission is to build resilience and remove obstacles that impede opportunity and participation in community life. It does this through policy development and program support for a broad range of services aimed at supporting Ontario's most vulnerable citizens. They define their key areas of responsibility include:

- Income and employment supports
- Social and community services
- Services for adults with developmental disabilities
- Achieving accessibility for Ontarians with disabilities.

Within Curve Lake, Health and Social Services are combined into one department that creates the Health and Family Services Department.

Health and Family Services Vision

The vision of the Day Care centre is stated as, "Our philosophy is to have our centre be a home away from home for all children." This was the only mission or vision statement that related back to the Curve Lake First Nation. As a result, it can be reasonably stated that the programs are not community based, but fund based. This means that the services that are put in place are considered adequate for the people of Curve Lake First Nation.

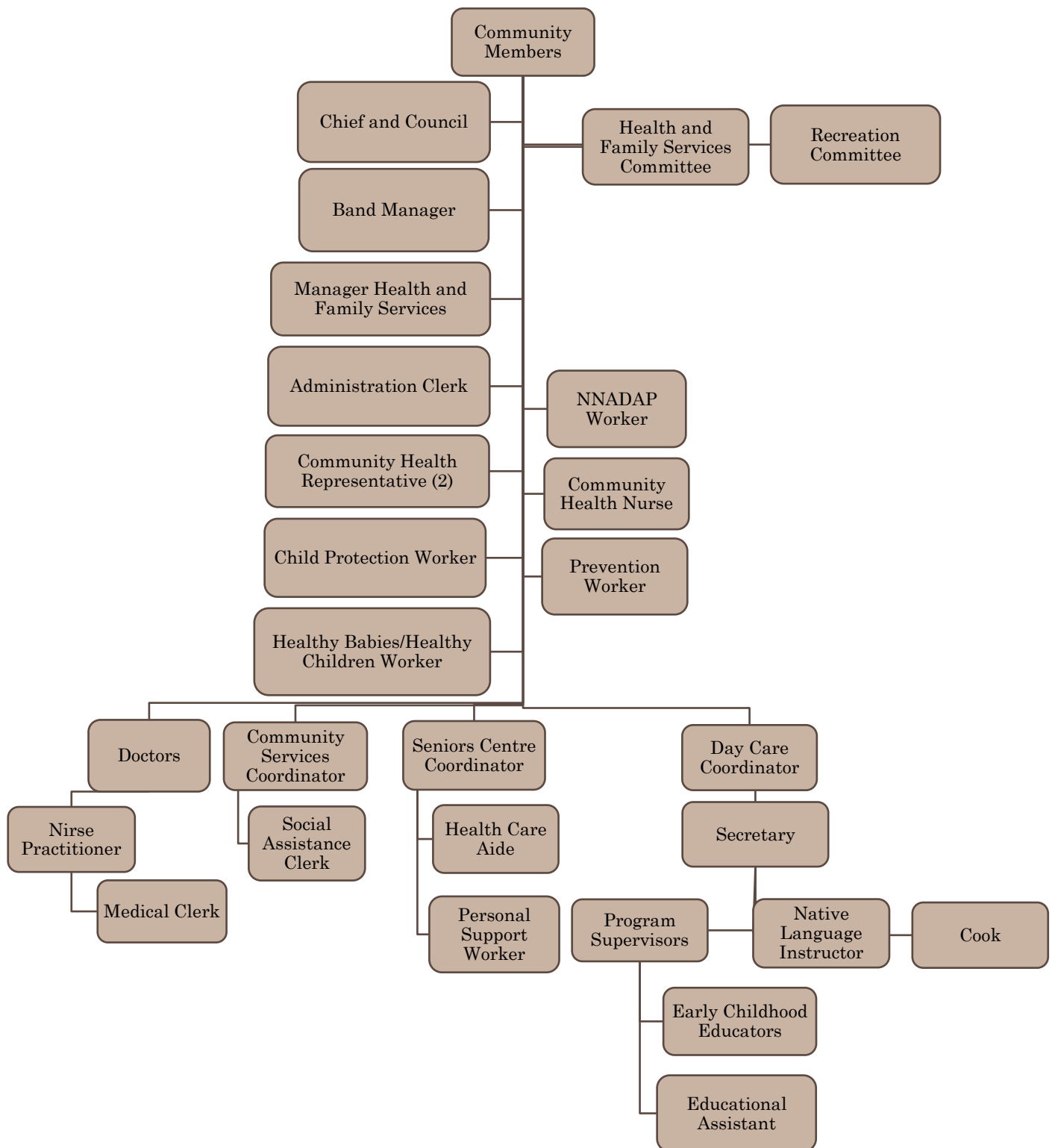
Curve Lake needs a driver in this function. For Health and Family Services meet the actual needs of the community members, there needs to be planning that involves the community. Within Health Departments in general, there is a sense that funding will be removed if a direction is taken that is community driven.

There are abundant resources within the Health and Family Services Department. Unfortunately, they cannot do it alone. Going back to the standard of the Ontario Healthy Communities Coalition, it is evident that other areas need to be able to participate in the process as well. As a result, any Health Vision or Mission needs to be determined by the expectation of many different stakeholders.

Health and Family Services Composition

The Health and Family Service Department consists of five parts. These are:

- Health - Clinical
- Health - Education ,Promotion and Prevention
- Social Services
- Day Care
- Senior Care



The entire department is spread out around the First Nation with four different locations; the Health Centre, the Small Business Centre, Senior Citizen's Centre and the Day Care Centre. Overall, there are approximately 41 staff within the department. All of these staff and programs are overseen by one manager. The manager of Health and Family Services is responsible for the entire operation and success (or lack thereof) within the community. This position is given the authority for the entire operation and is responsible for all of the reporting requirements of the funding agencies. In addition, the manager determines program directives, planning and implementation of programming. Given that this position is overseeing such a large number of staff, the majority of time is spent on human resource and financial matters. To assist in the administrative requirements, an administrative clerk has been assigned to the Manager.

The Health and Family Services Committee is in place to allow for community input into Health Programs. After meeting with the committee, it was determined that the terms of reference are outdated and have not been revised since 2002. The key activities that they perform are to provide input and develop policies for the Health Department to service the community. They review work plans and the input of the community to determine the best course of action. They also review changes in programming and program funding when they are applicable. There are operational challenges within this committee as they do not deal with issues pertaining to Social Services, Day Care or the Senior's Centre. At times, this committee cannot reach quorum and although the effort is made, do not always meet on a regular basis. The committee feels that they are not getting an overview of the what the organizational vision is and therefore are not meeting the policy or service demands of the community. Although not included in the Health and Family Services unit, the Recreation Committee seems to be in competition with some of the programming of the education, prevention and promotion unit. In its terms of reference, it is stated, "The Recreation Committee is a committee of Council established to help Council promote recreational activities." Throughout their terms of reference, there are references to specific areas of the community and providing health benefits. This committee is very active in the community and plans many events during the course of the year. The Recreation Committee has at their disposal, a large amount of equipment for programming. Unfortunately, there is little to no communication with the Health Department from either side to coordinate events. As a result, there is a sense of tension through competition for participants and topping each others events. The recreation committee is also in need of administrative support. To this end, there seems to be only a natural fit between the programs of the Health Department and the Recreation Committee. At this time, it is unclear as to whether this has been identified as a duplicate service within the community.

The Health Centre is the main location for all of the Health and Family Services programming. The Health Department has two distinct areas of service. The first area is Clinical Services. This area consists of four staff, including Doctors and a Nurse Practitioner that act as a Regional Health Team. Supporting them in the organization of medical information and scheduling is the Medical Clerk. This team is capable of providing primary health care to the community members for such things as vaccinations, referrals and other items that doctors prescribe in Health Facilities.

The second part of the health team is dedicated to education, promotion and prevention. This includes ten staff. There are two Community Health Representatives that provide health information and conduct the educational services for the community members. The Community Health Nurse focuses on health promotion by offering a variety of services to all age groups. The Community Health Nurse also provides interventions, referral and follow-up care, infection control, and disease outbreak management. The NNADAP Counsellor provides assistance to members of the community where there may be legal implications or when a person is having minor problems in accessing benefits due to claims settlements of a personal nature. The majority of the time, this position provides counselling to assist and individual through a particular problem. The Health Promotion and Prevention Worker provides leadership in the provision of recreational and development programs. The Child Prevention Worker is also part of the Health Promotion Team, however this position specializes in ensuring the children within the community under the age of 16 are safe. This position conducts assessment and investigations into possible child abuse cases and provides support and programming to help bring the family back together. Medical Transportation is also available to the community members through a program operated by the medical transportation clerk. This is a highly administrative position within the health services area as it requires the submission of documents from community members for reimbursement through the First Nations Health Branch. Finally, there is the Health Babies/Healthy Children Community Worker. This individual provides specific programming designed for parents, through the Canada Prenatal Nutrition Program which are designed to give children a better start in life.

Social Services is a very small part of the overall Health and Family Services program. Within this area, there is a Social Services Coordinator and an Administrative Clerk. The Coordinator is responsible for providing financial and employment assistance to members of the community in need. This program is operated under the Ontario Works program offered through the Ontario Government. This position also oversees the National Child Benefit Program, Administrative duties for the Homemakers and Nurses services and well as administering the Ontario Energy Fund. Clerical duties of the position are completed by the Administrative Clerk.

The Day Care Centre is the base for all Early Childhood development. The facility is licensed based on standard in the day nurseries act for up to 90 children of various ages. Overseeing this operation is the Day Care Coordinator. This person is given the managerial duties for the operation, coordinates programming and supervises up to fifteen different employees. The secretary provides the administrative support to the Coordinator. There are 10 licensed Early Childhood Educators that can provide the programming to the children within the facility. Some of these individuals act as supervisors to their individual programs and have the ability to provide special needs programming if required. To provide assistance to the Early Childhood Educators, there are up to six assistants. The facility uses a Native Language Instructor that teaches language skills to the different programs and also conducts cultural activities for the students. The facility also requires the services of a cook to prepare meals and snacks throughout the course of a day.

The Senior Citizen's Centre is the base for all Senior Citizen programs that are overseen by the Senior Services Coordinator. This person is given the managerial duties for the

operation of the facility and supervises approximately ten to twelve staff. Within the facility is the residence and Staff that consist of a Health Care Aide and Personal Support Workers. These individuals care for the live in residents of the facility. Also operating out of the facility is the Homemakers Program and the Home and Community Care Program. These programs are similar in nature as the provide assistance for those that are living at home and require only assistance in getting by in their day-to-day lives.

Current Programs

Clinical Services	Primary Care Mental Health Worker	Foot Care Clinic Traditional Healer Massage and Reflexology
Education, Promotion and Prevention	Diabetes Education Fitness Centre Operation Fitness Centre Training Water Sampling Gleaning Program Diabetes Clinic Food Bank Program Educational Mail-outs Non-Insured Health Benefits Program Girls Club 4-H Meetings Gymnastics Self Defence Day Camp Yoga/Modern Dancing Christmas Hamper Program Child Protection Services Nutrition and Lifestyles Education Baby Food making classes Breastfeeding support Parenting Classes	Intervention Services Medical Referral Services Infection Control Outbreak Management Public Education for HIV/Aids and Hepatitis Limited Paralegal assistance Drug and Alcohol Counselling Gambling Addiction Counselling Alternative Sentencing Resource Court Support and Advocacy Referrals Floor Hockey March Break Activities Christmas Events Easter Egg Hunt Pancake Breakfast Prenatal Classes Infant Massage Classes Grocery Certificates FAS/FAE Education
Social Services	Ontario Works Voucher Program School Meals Program National Child Benefit	Reinvestment Program Ontario Energy Fund Program Fresh Produce Program Adult Employment and Training
Day Care Centre	Infant/Toddler Program Main Day Care Program	School Age Program Native Language Program
Senior Citizen	24 Hour Care for up to 12 residents Home Support Services Home Making Services Respite Care Palliative Care	Traditional Healing Program Loan Cupboard Program (medical supplies and equipment) Contingency Fund (for extreme and rare emergencies)

Health and Family Services Success

- Swimming pool installation and policy
- Partnership with YMCA for programming
- Fitness Centre operations
- Acquisition of boat and two vans for Day Care
- Clinical Services in place with Doctor, Nurse Practitioner
- Holistic approach being better service with a traditional healer
- Development of the Home and Community Care programs
- Continually offering free services
- Development of Mother's Day activities



Concerning Factors Affecting Curve Lake Health and Family Services

- Hard to get committee members
- Limited number of volunteers
- Never any time for planning
- Committee has gotten to be routine, stagnant ideas
- Culture is not being revitalized at a rate that it can sustain itself
- Facing hurdles of getting people to ask for help
- Lack of physicians
- Space requirements for services (no capital)
- Services are available, but Health Centre is full
- Drugs in the community
- Gap in youth Services (13-18 year olds)
- Power drinking among youth
- Health benefits falling well behind new best practice treatments
- Need to educate the community on Mental Health
- Cost of local facilities for events
- Excessive amounts of contributions being taken by added administration levels (Tribal Councils, Chiefs of Ontario, etc.)
- Program funding not rising at a compatible rate to service costs
- Lack of strong leadership in First Nation Health (AFN, AHWS, Chiefs of Ontario)
- Underfunded due to location as Curve Lake is in the South and most treatment centres are in the north
- Decreasing Health benefits

Health and Family Services Summary

The Health and Family Services Department provides an abundance of services to the Curve Lake community. It may be stated that even a dysfunctional Health and Social Services Department is better than nothing at all. The Curve Lake Health and Social Services Department has not reached the bottom, but does require some tweaking. Health and Family services has long been the patch worker within the community. Recognizing problems and putting band aid solutions to matters. Over the last twenty years, healthy lifestyle promotion has made a difference within the community. It has provided the basic healing packages, many resources for healthy living and all of the treatment that can keep a body healthy. However, healthy community members also have healthy minds and souls. In many cases, they are looking for things for personal satisfaction and gratification. The health department does not have the capacity to meet these types of needs. Only the community as a whole can provide this and the Community Members, Chief and Council, and the Administration can make this happen. It may be time for resources to be committed to other areas rather than to Health and Family Services.

Over time, whether it be from past administrations wanting Health to solve all of the community health matters, the abundance of funding available through the funding agencies, the lack of resource in other area, outside government directives or other unforeseen reasons, the Health and Family Services Department has been viewed as the catch all for community health. . Health cannot solve all of the problems of the community on their own as some areas they have no control over nor should they have control over. They have shown some success and have not become so stagnant as not to move in any direction. Right now, this department needs help.



The major concern for the Health and Family Services Department is that there seems to be no clear direction. The reasoning behind this is that the services are too diverse to come up with one plan that fits them all. For example, the Day Care Centre has its own vision, as if it were a stand alone operation. There are few to no dealings with the committee and individual programs, and the time spent with the Manager of Health and Social

Services is limited. Therefore this operation is forced to work as a stand alone operation due to the systemic inadequacies that exist in the organization. The same situation exists for the Senior Citizen's Centre. These programs and services are funded through outside sources, primarily the Government of Ontario. Although the principles that are promoted are similar, this does not seem to be Curve Lake's direction that is being put into action.

Curve Lake is a well-educated society and can develop a program that meet the provincial requirements, and goes beyond the mandated standards to provide better working solutions

for the community. This all starts with direction, purpose and vision which is currently out-dated and somewhat out of touch with the community. The community needs to have a vision of what they perceive a healthy community to be. From there, Health and Family Services can drive forward to provide a community service.

The department has also grown to an immense size. There are over forty employees within the department and still only one Manager to oversee the entire operation. The General Manager of the entire organization only has a maximum of 25 employees reporting to that position. To put this into perspective, the Manager of this department can spend only one hour per week on anything related to each individual employee within the department. The Manager must spend time with the employees in evaluation, communication, training and other human resources functions. Without this, there creates a breakdown in communications and leads to some of the internal problems that the department has been experiencing.

These breakdowns within the organization are likely one of the key contributors to the public perception of the department. Over 62% stated that they receive adequate to inadequate service at the Health Centre. Health Service relies on trust of those that it serves. Confidentiality from an un-fearing public allows those that have problems to come in and receive the services that they require unconditionally. The problems that the Health Centre experiences in reaching individuals, is partly due to the community members unwillingness to participate. However, the staff must present and adhere to unconditional service when the community member is at the point of change or borderline to this condition. It appears as if the Health Centre is losing the faith of those that it serves. This would waste a valuable resource to the community.

There is a great deal of program repetition within the Health and Family Services. This also needs to be reviewed as it is wasting resources and creating competition within the entire organization for the limited resources that are available. In addition, they need to look at internal partnerships that can provide efficiencies within the organization.

Some Changes that may need to take place in the future involve Social Services and the Day Care. Social Services is a smaller part of the department, and may be better served working with the employment and training areas. This would provide a better link for the community member to reach the resources they require to become a prosperous member of the community. Also, it would allow employment and training to cater some of the resources to building capacities in the less fortunate community members to get into a prosperous lifestyle.

Based on information that may be coming out regarding changes within Ontario's Day Cares and full time education, the Day Care may need to be moved to the Education department. From information received from the Education Department, Day Cares may begin providing Junior Kindergarten services. The Day Care already provides some educational services and therefore it seems that if this takes place, the Education Department could be responsible for toddler to post-secondary education within the community. In general, the Health Department is providing the necessary services to Curve Lake community members. However, efficiencies could improve immensely with a strong and determined vision.