

# ABORIGINAL PEOPLE IN MANITOBA





# ABORIGINAL PEOPLE IN MANITOBA

TABLE OF CONTENTS	PAGE
INTRODUCTION .....	2
DEFINITIONS.....	3
CHAPTER 1: DEMOGRAPHICS .....	4
CHAPTER 2: INCOME .....	16
CHAPTER 3: LABOUR MARKET ACTIVITY .....	28
CHAPTER 4: EDUCATION, LITERACY & TRAINING .....	43
CHAPTER 5: CHILDREN .....	49
CHAPTER 6: HEALTH .....	58
CHAPTER 7: HOUSING AND MOBILITY.....	80
CHAPTER 8: JUSTICE .....	94

## INTRODUCTION

This report provides essential information about Aboriginal people in Manitoba. It is based on Manitoba government program data and statistics gathered by Statistics Canada in the Government of Canada's 2006 Census.

A variety of economic and social indicators are examined to provide a picture of Aboriginal people in our province that is as clear and factual as possible.

Statistics on age, population distribution, health, housing, income, education, justice and labour market characteristics are presented.

This report does not speculate about the root causes that underlie these statistical trends nor does it outline current or past efforts by government to influence or alter these circumstances. Instead, it brings together data for people who work in policy and program areas that touch on the lives of Aboriginal Manitobans. It is intended as a resource for anyone wishing to learn more about them.

This report was coordinated through the Manitoba Department of Aboriginal and Northern Affairs, with the assistance and collaboration of the following provincial departments and agencies:

- Advanced Education and Literacy
- Education
- Entrepreneurship, Training and Trade
- Family Services and Labour
- Health
- Healthy Child Manitoba
- Housing and Community Development
- Justice
- Manitoba Bureau of Statistics

## DEFINITIONS

This publication is about Manitobans who identified themselves as Aboriginal in the 2006 Census. As defined by Statistics Canada in the 2006 Census dictionary:

*“Aboriginal Identity refers to those persons who reported identifying with at least one Aboriginal group, that is, North American Indian, Metis or Inuit, and/or those who reported being a Treaty Indian or a Registered Indian, as defined by the Indian Act of Canada, and/or those who reported they were members of an Indian band or First Nation.”*

Unless otherwise noted, references are made to a variety of sub-populations as follows:

**Registered Indian or Status Indian** — people who reported being registered under Canada’s Indian Act, irrespective of their Aboriginal Identity response.

**North American Indian** — people who reported themselves as North American Indian whether or not they are registered under Canada’s Indian Act.

**Metis** — people who declare themselves as Metis and who are not registered under the Indian Act.

**Non-status Indian** — all North American Indians not registered under the Indian Act.

**Inuit** — people who declare themselves as Inuit and who are not registered under the Indian Act.

**Other Non-status** — people that indicated no registration under the Indian Act, but either multiple Aboriginal identity responses, or membership in a First Nation and no Aboriginal identity response to the Aboriginal Identity question on the 2006 Census.

# CHAPTER ONE:

## MANITOBA'S ABORIGINAL POPULATION – A DEMOGRAPHIC OVERVIEW

In 2006, 175,395 Aboriginal people lived in Manitoba. This was 15.5 per cent of the total population, according to Statistics Canada. As shown here, the percentage has increased by 3.8 points over the last decade:

Table 1.1

Year	Aboriginal population	percentage
1996	128,680	11.7%
2001	150,045	13.6%
2006	175,395	15.5%

While the total population of Manitoba has increased by 3.0 per cent between 1996 and 2006, with an increase of 36.3 per cent, the Aboriginal population has apparently been increasing at a faster rate. Some reasons for this may be:

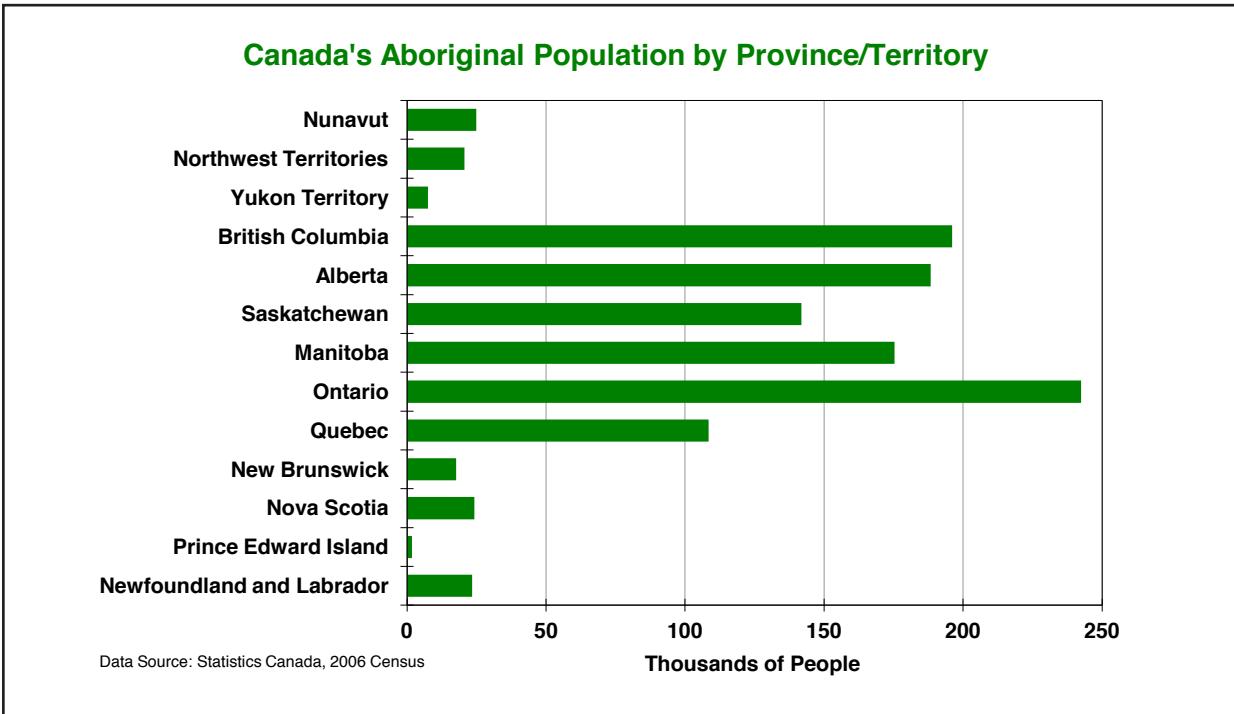
- increasing likelihood to identify as an Aboriginal person
- bills C-31 and C-3, changing the Indian Act to prevent loss of registration by women married to a non-Indian and the children of that marriage
- improved Census coverage in remote and urban populations
- better results registering newborns and young children under the Indian Act

### 1.1 CANADA'S ABORIGINAL POPULATION

In the 2006 Census, Statistics Canada reported that there were 1,172,790 people that self-identified as Aboriginal.

Manitoba, with an Aboriginal population of 175,395, ranks fourth among provinces, behind Ontario (242,495), British Columbia (196,075) and Alberta (188,365).

Chart 1.1



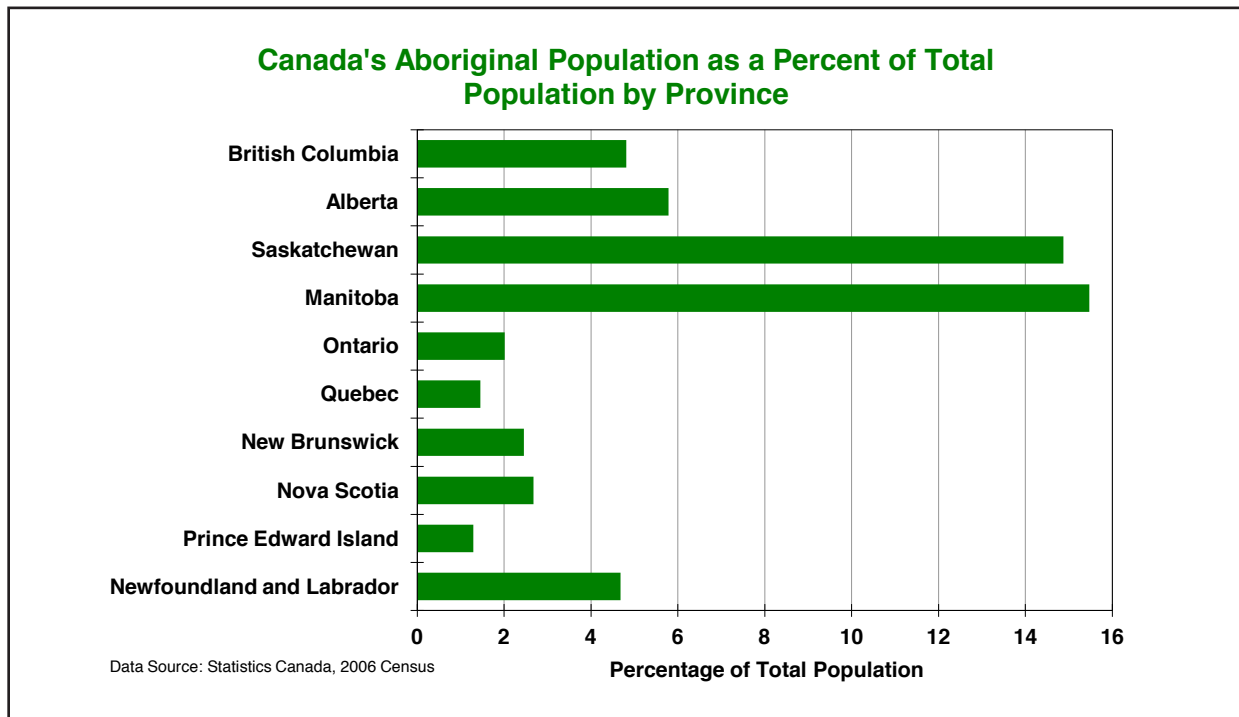
In 2006, just over one in seven of Canada's Aboriginal people resided in Manitoba.

In 2006, 68,385 Aboriginal people resided in the Census Metropolitan Area (CMA) of Winnipeg<sup>1</sup>. This was over 15,000 more Aboriginals than lived in Nunavut, Yukon and the Northwest Territories combined.

Aboriginal people make up 15.5 per cent of the population in Manitoba and 14.9 per cent in Saskatchewan. These are the highest provincial per capita numbers of Aboriginal people, exceeding all other provinces by considerable margins. Alberta ranks third at 5.8 per cent, followed by British Columbia at 4.8 per cent. The lowest provincial per capita numbers are found in Quebec at 1.5 per cent and Prince Edward Island at 1.3 per cent.

<sup>1</sup> The Census Metropolitan Area of Winnipeg consists of: the city of Winnipeg, plus the Rural Municipalities (RMs) of East and West St. Paul, Headingley, Macdonald, Ritchot, Rosser, Springfield, St. Clements, St. Francois Xavier and Tache, as well as the Indian Reserve of Brokenhead 4.

Chart 1.2



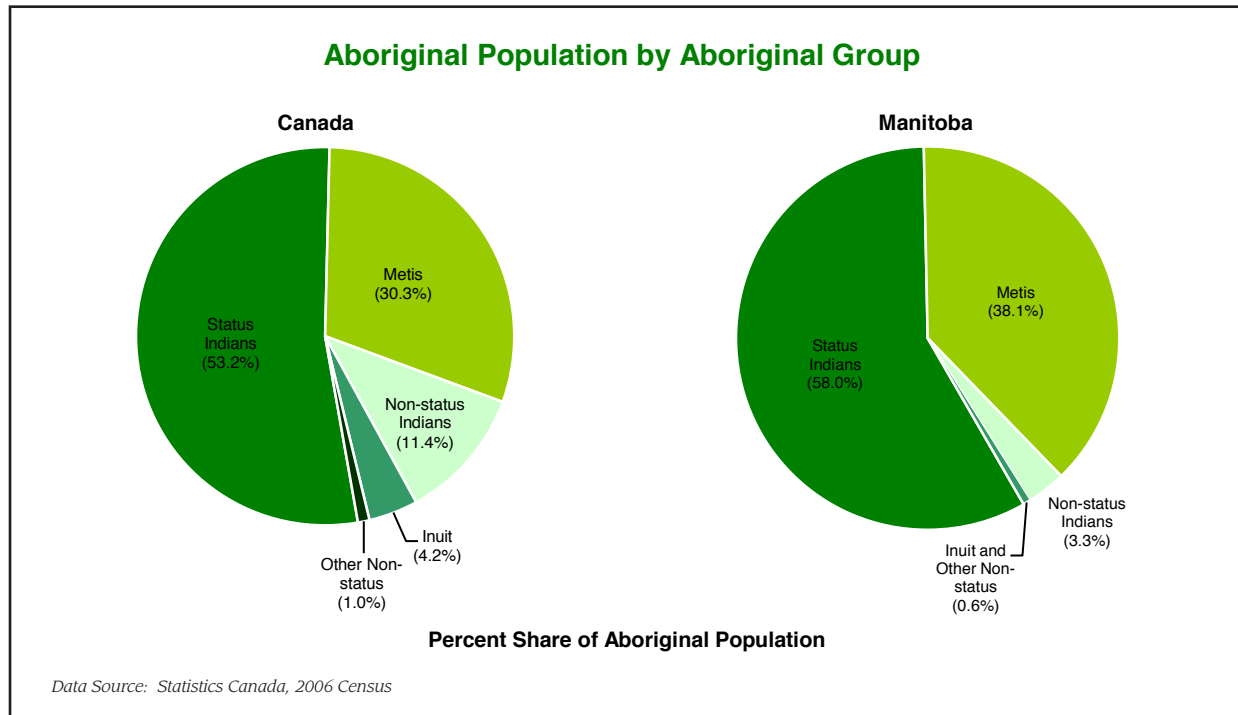
## 1.2 ABORIGINAL GROUPS

According to Statistics Canada, 100,645 or 57.4 per cent of Manitoba's Aboriginal people fall under the North American Indian classification. This includes status and non-status, treaty and non-treaty Indians. First Nation groups indigenous to Manitoba include Ojibway, Cree, Oji-Cree, Dakota and Dene.

Of Manitoba's Aboriginal people, 101,815 are status Indians, meaning they are registered under the Indian Act. A distinction should be made between the status Indian group and the North American Indian identity group, because some status Indians identify with a different Aboriginal group, like Metis, and some people that identify with the North American Indian group are not registered under the Indian Act (Non-status Indians).



Chart 1.3



Manitoba's total population includes a higher percentage of Metis people than the Canadian average. There are 66,810 Metis people in Manitoba, excluding people indicating Metis identity, who also indicate that they are registered Indians. Manitoba's Metis make up 38.1 per cent of Manitoba's Aboriginal population. Using the same definition, 30.3 per cent of Aboriginal people across Canada are Metis. Inuit, Non-status Indians and Other Non-status responses, however, constitute a smaller proportion of Aboriginal people in Manitoba than they do nationally.

### 1.3 GEOGRAPHIC DISTRIBUTION WITHIN MANITOBA

In 2006, 63,745 or 36.3 per cent of Manitoba's Aboriginal people lived within the municipal boundaries of the city of Winnipeg. Another 56,770 or 32.4 per cent lived on reserve in one of 62 First Nations throughout the province. The remaining 31.3 per cent lived in smaller urban centres, Metis communities, rural areas or on Crown land.

Of the approximately 102,000 status Indians counted in Manitoba during the 2006 Census, 55.0 per cent lived on reserve, 26.1 per cent in the CMA of Winnipeg and 18.9 per cent elsewhere — mostly in urban settings. Of the approximately 67,000 Metis, 51.2 per cent lived in the Economic Region (ER) of Winnipeg<sup>2</sup> and 48.8 per cent in other urban centres or smaller communities, some of which are mostly Metis populated communities located near First Nations communities.

<sup>2</sup> The Economic Region (ER) of Winnipeg, equivalent to Census Division 11, consists of the city of Winnipeg plus the Rural Municipality (RM) of Headingley.

According to Census data, 6,780 Aboriginal people in Manitoba could not be classified as either status Indians or Metis. Of these, 5,785 indicated North American Indian identity but not registration under the Indian Act (Non-status Indians). Non-registered Inuit accounted for 520, while the remaining 475 indicated no registration under the Indian Act, but either multiple Aboriginal identity, or membership in a First Nation and no Aboriginal identity. Of this non-status, non-Metis group, 57.2 per cent lived in Winnipeg ER and 42.8 per cent in other urban or rural settings.

## 1.4 NORTH/SOUTH

In 2006, 61,045 Aboriginal people lived in the Manitoba Economic Region (ER) of North<sup>3</sup>. The Aboriginal population of northern Manitoba increased by 5,070 between 2001 and 2006, but the actual proportion of Aboriginal Manitobans living there fell from 37.3 per cent to 34.8 per cent.

Census records from 2006 show the majority of Manitobans living in the North ER as Aboriginal. The percentage increased from 68.2 per cent in 2001 to 72.4 per cent in 2006. In the CMA of Winnipeg, only 10 per cent of people were Aboriginal in 2006. In southern Manitoba, outside of the Winnipeg CMA, 12.7 per cent of people were Aboriginal.

Census 2006 showed Aboriginal people made up 99.0 per cent of reserve residents and 43.7 per cent of off-reserve residents in the north. Census 2006 also showed that in the north, 70.4 per cent of Aboriginal people lived on reserves. In the south, including the city of Winnipeg, just 10.9 per cent of Aboriginal people lived on reserves. Many southern First Nations have over half of their members residing off reserve.

In 2006, the Census showed 53,700 or 88.0 per cent of northern Aboriginal people are status Indians. Of these, 39,660, or 73.9 per cent live on reserve. Of 14,040 off-reserve status Indians in the north, 31.6 per cent live in the city of Thompson or the town of The Pas.

As of 2006, 10.5 per cent of northern Aboriginal people were Metis, down from 11.5 per cent in 2001. An additional 965 Aboriginal people in the north are non-status Indians, Inuit or Other non-status.

In 2006, 114,350, or 65.2 per cent of self-identified Aboriginal people lived in southern Manitoba. This was up sharply from 94,060 in 2001. Much of the difference is believed to reflect increases in the numbers of people who self-identified as Metis on the Census. Self-identified Aboriginal people in the southern region included 52.9 per cent Metis, 42.1 per cent status or registered Indians, and 5.1 per cent other Aboriginal. Of southern Manitoba Aboriginal people, 55.8 per cent lived in the Economic Region (ER) of Winnipeg.

---

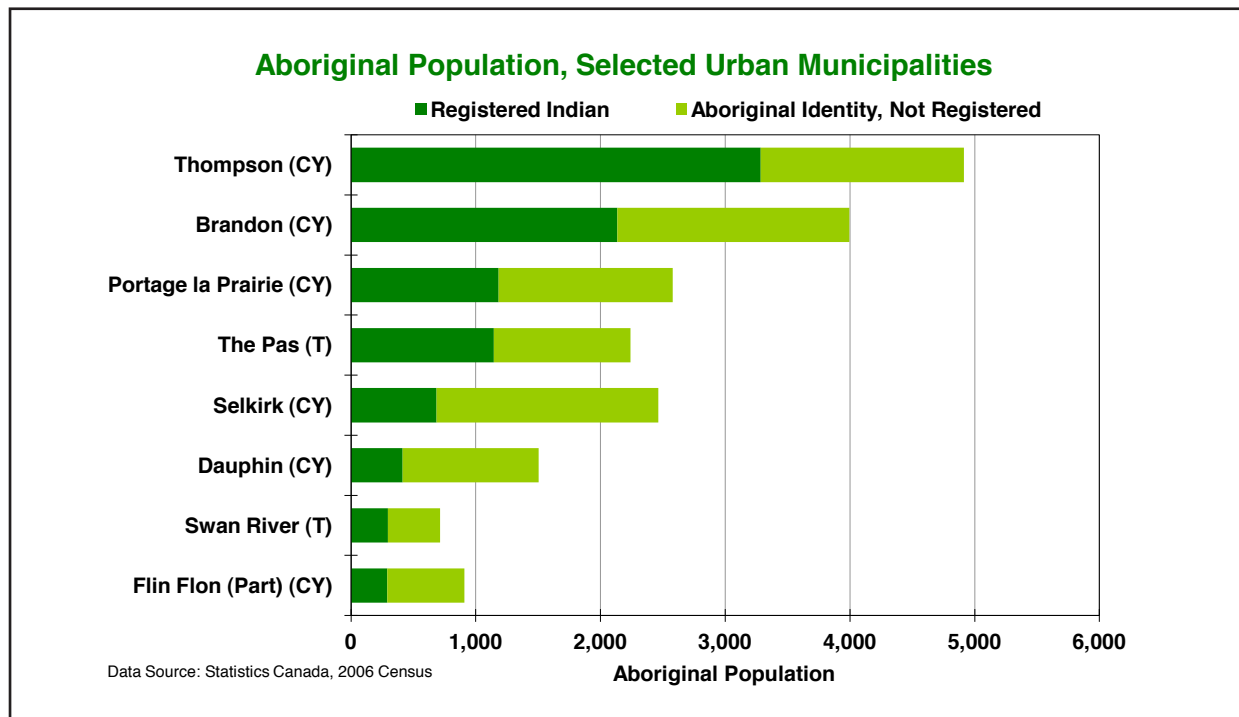
<sup>3</sup> The Economic Region (ER) of North consists of Census Divisions 19, 21, 22 and 23.

In the south, outside of Winnipeg ER, 11,130 status Indian people lived on-reserve and 11,280 off-reserve, mostly in urban settings. The number of Metis people (26,205) living in southern Manitoba outside Winnipeg ER was up sharply from 19,655 only five years earlier. Fully 90.5 per cent of Manitoba’s Metis people resided in the south, compared to only 47.3 per cent for status Indians.

## 1.5 URBAN DISTRIBUTION

Outside the city of Winnipeg, no single Manitoba urban area has an Aboriginal population of more than about 5,000 people. The following chart shows the Aboriginal populations of eight urban municipalities where Indian and Metis Friendship Centres are located:

Chart 1.4

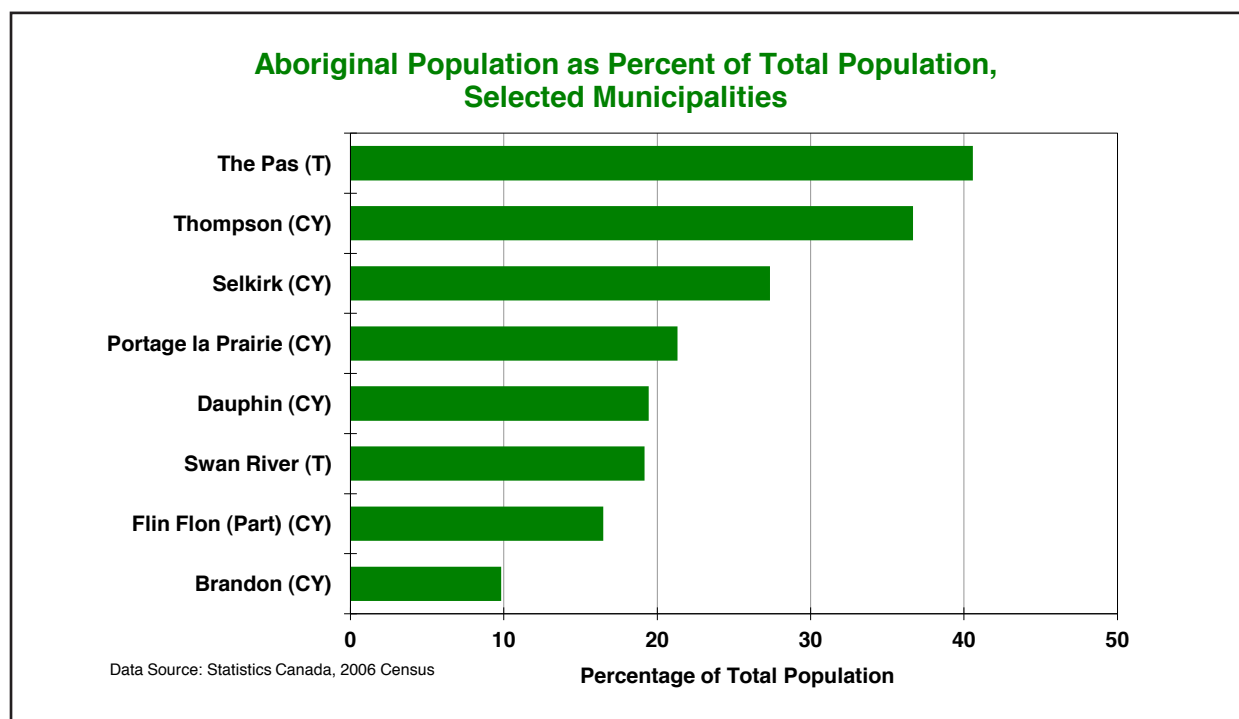


Outside Winnipeg, Thompson and Brandon were the two cities with the most status Indians living within their municipal boundaries (3,285 and 2,135 respectively). These were followed by the city of Portage la Prairie and the town of The Pas. Status Indians made up 24.5 per cent of the population of the city of Thompson, 20.7 per cent of the town of The Pas, 9.8 per cent of the population of the city of Portage la Prairie, 7.6 per cent of the city of Selkirk, 5.2 per cent of the city of Brandon’s population and from 5.2 per cent to 7.9 per cent of the population in the other three centres. All these urban areas have a higher proportion of status Indians than the CMA of Winnipeg (3.8 per cent).

In total, 9,435 status Indians lived in these eight municipalities, where a further 9,890 indicated Aboriginal identity but were not registered under the Indian Act. The Aboriginal population of The Pas increased by 460 from 2001 to 2006, while the town's total population decreased by over 200. This caused an increase of 9.5 per cent in the share of Aboriginals relative to the town's population. The city of Dauphin saw an increase of 625 in its Aboriginal population between 2001 and 2006, while its total population decreased by 225. This resulted in an 8.4 per cent increase in the share of Aboriginals relative to the population of the city.

In southern Manitoba (excluding the city of Winnipeg), the city of Brandon had the largest urban Aboriginal population, at 3,995 or 9.8 per cent of the total population. The city of Portage la Prairie had an Aboriginal population of 2,580, while the cities of Selkirk and Dauphin had smaller Aboriginal populations with 2,465 and 1,505 respectively.

Chart 1.5



In Census 2006, Aboriginal people were 21.3 per cent of the population in Portage la Prairie and 27.3 per cent in Selkirk – much larger proportions than other southern urban centres. Many southern Manitoba communities had few Aboriginal people: Morden/Winker (445 or 2.9 per cent), Neepawa (120 or 3.8 per cent) and Carman (30 or 1.1 per cent). Other towns in which few people self-identified as Aboriginal in 1996 have shown growth in the Aboriginal-identity population because of increased Metis self-identification. For example, from 2001 to 2006, the Aboriginal-identity population increased from 4.0 per cent to 4.9 per cent in Steinbach, from 5.3 per cent to 7.4 per cent in Minnedosa, and from 5.6 per cent to 7.0 per cent in Beausejour.

## 1.6 TRENDS IN POPULATION DISTRIBUTION

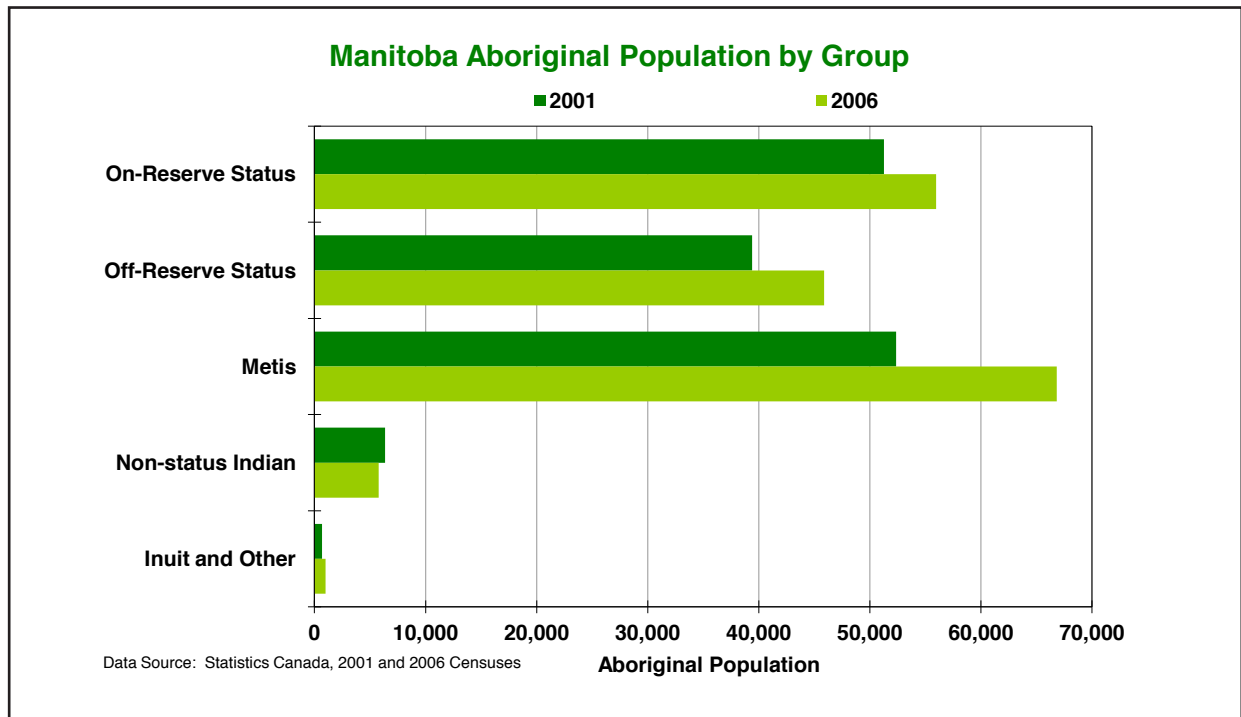
Other than a slight decline in the numbers of Metis people in northern Manitoba, the major trend during the period has been the increase in the number of Census respondents who identified as Metis.

The population of status Indians increased from 90,655 in 2001 to 101,815 in 2006, an increase of 12.3 per cent. At the same time, numbers of people identifying themselves as Metis, but not registered under the Indian Act, increased from 52,360 to 66,810, or 27.6 per cent.

The self-identified Metis population in the Winnipeg ER increased by 30.2 per cent, and in the areas of southern Manitoba outside the Economic Region of Winnipeg, by 33.4 per cent.

As a result of this continued growth in Metis self-identification, the Metis Census population once again exceeds the on-reserve First Nations Census population.

Chart 1.6



## 1.7 IMPACT OF CHANGES TO THE INDIAN ACT

### 1. BILL C-31:

Primarily intended to eliminate gender discrimination, Bill C-31 was passed in 1985 to amend the Indian Act. It included provisions to reinstate the Indian status of eligible applicants and to define new status inheritance rules.

#### **Reinstatement of Indian Status**

A key feature of Bill C-31 was a provision that permitted individuals who had lost or were not allowed the rights of status Indians to apply to have their status rights reinstated. Eligible applicants were mostly women who had married non-Indians and the children of those unions. The majority of reinstatements occurred from 1986 to 1991, but there is no time limit on the amendment and small numbers of C-31 status reinstatements continue to be registered each year.

Because most people who chose to have their status reinstated either already lived on a reserve, or did not move to a reserve as a consequence of reinstatement, Bill C-31 did not cause significant shifts in where people chose to live. What grew significantly were the numbers of off-reserve people allowed to register under the Indian Act. Fully one-third of off-reserve Aboriginal people now have status rights.

#### **Status Inheritance Rules**

Bill C-31 also established rules that re-defined entitlement to registration under the Indian Act. In effect, children born after April 17, 1985, who are entitled to registered Indian status, cannot lose that status.

Under the rules, registered Indian status is now determined at birth and cannot be lost or restored. A child is entitled to registration under sub-section 6(1) if both parents are, or are entitled to be, registered Indians. If only one of the parents is or is entitled to be a registered Indian then the child is registered under sub-section 6(2). The inheritance rules in C-31 differentiated between those with one or with two parents who were registered or entitled to be registered. The result is a loss of status after two successive generations of marriage to a non-registered Indian. One of the effects of this provision is that over time, a growing number of children are not eligible to be a registered Indian.

Thus, the increase in the status Indian population due to reinstatements of status under Bill C-31 is a temporary effect. In the first decade following C-31, that is, from 1985 to 1995, nationally, an estimated 13,336 children were born to a registered Indian parent but were ineligible for registration. Of these, over 90 per cent were born to a registered Indian living off-reserve.

## **Band Membership Rules**

Bill C-31 also provided First Nations governing structures the right to establish their own band membership rules. As a result, being a registered Indian with rights under the Indian Act does not guarantee entitlement to membership in an Indian band, even if the individual has a family connection to the band.

Many First Nations communities have established membership rules that differ from Indian Act registration rules. Some have adopted a form of unlimited one-parent inheritance, which means band membership can rise rapidly and include persons not eligible for registration. Others are more restrictive than the Indian Act, ruling that eligibility for membership is based on blood ancestry, often set at 50 per cent. Even more restrictive two-parent inheritance rules exist, whereby a child is not eligible for membership unless both parents are members of that band. Over time, restrictive rules could make fewer registered Indians entitled to band membership, even if they live on a reserve.

## **2. Bill C-3:**

In 2010, the British Columbia Court of Appeal upheld a ruling that differences in registration provisions contained in the Indian Act were contrary to the Canadian Charter of Rights and Freedoms. The court required Canada to remedy the legislation and the result was Bill C-3 Gender Equity in Indian Registration Act, which received royal assent, December 15 2010. Approximately 45,000 people became newly entitled to registration as a result of this legislation.

## **1.8 ABORIGINAL LANGUAGES IN MANITOBA**

The continued vitality of Aboriginal languages is an issue of concern to those committed to their preservation. Aboriginal languages were learned first and are still understood mostly by elders and least of all by the young. Mother tongue (first language learned and still understood) and home language (the language used most frequently in the home) vary among the Aboriginal groups and across the regions of Manitoba.

For all Aboriginal people in Manitoba, English is the most common mother tongue single response at 74.7 per cent, up slightly from 72.7 per cent in 2001. Cree is the second most common at 11.0 per cent, down from 12.4 per cent in 2001; it is followed by Ojibway at 5.4 per cent and French at 4.7 per cent. Only 1.7 per cent of Census respondents indicated more than one mother tongue — in most cases English and one or more Aboriginal languages.

In terms of languages spoken at home, 98.5 per cent indicated a single language, and in 86.1 per cent of cases, this language was English. Therefore, 13.9 per cent of Aboriginal people can be considered unilingual in a language other than English. This group consists of 11,240 Cree speakers, 4,640 Oji-Cree speakers and 4,045 Ojibway speakers.

## 1.9 POPULATION AGE DISTRIBUTION IN MANITOBA

The Aboriginal population in Manitoba is considerably younger than the total population. While 15.5 per cent of all Manitobans are Aboriginal, 25.9 per cent of Manitoba children, or one in four aged 14 and under, are Aboriginal. According to the 2006 Census, 36.4 per cent of the school-aged Aboriginal population lives on-reserve, where funding for services is provided through Indian and Northern Affairs Canada. Education services for the remaining 63.6 per cent are supported by provincial and municipal governments. In off-reserve and urban settings, about one-half (45.3 per cent) of Aboriginal school-aged children are status Indian and the remaining 54.7 per cent are Metis, non-status Indians or Inuit.

The age distribution of the Aboriginal population has important consequences for the demand for social services, now and in the future. Close to one-third of Aboriginal people are of primary and secondary school age (5 to 17 years old). This compares to one-sixth for the non-Aboriginal population. These demographic patterns suggest the demand for post-secondary education and vocational training could be greater in the near future and that an increasing number of Aboriginal youth could be entering the labour market over the next few decades.

While 58.4 per cent of Aboriginal people are under 30, compared to 36.8 per cent of the non-Aboriginal population, only 4.2 per cent of Aboriginal people, compared to 15.1 per cent of non-Aboriginal people, are 65 years or older.

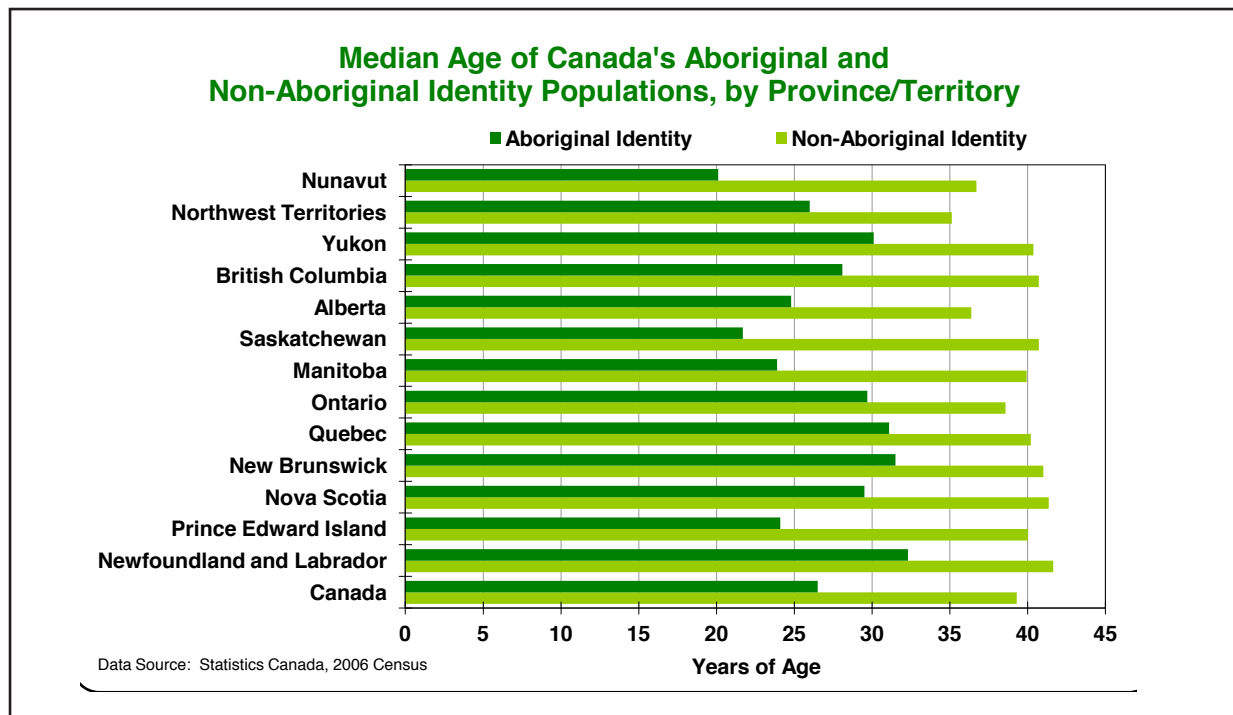
The age structure of the Aboriginal population has a number of important independent effects on the socio-economic conditions faced by Aboriginal people. Only 37.4 per cent of Aboriginal people are currently in their prime earning years, ages 30 to 64, compared to 48.1 per cent of non-Aboriginal people. Aboriginal people in their prime-earning years are outnumbered by the 14 and under children they support. Non-Aboriginal people in their prime working years outnumber their children under 14 by more than two to one.



There are significant differences in the age structure of Aboriginal sub-groups. Among Manitoba Metis people, 26.8 per cent are 14 and under. For status Indians and non-status Indians, 37.1 per cent and 39.2 per cent respectively are 14 and under. Many more Metis people are in the age 25-64 group – 50.1 per cent, compared to 40.8 per cent of status Indians and 40.0 per cent of non-status Indians. In age distribution, as in many socio-economic indicators, Metis Manitobans occupy a position midway between status or registered Indians and non-Aboriginals.

There is little difference in the age structure of status Indian populations on and off reserve. On reserve, 37.5 per cent, and off reserve 36.6 per cent, are under 15 years old. In the Winnipeg CMA, 35.7 per cent are under 15. Off-reserve, there are slightly more people aged 25-64. One of the factors accounting for this difference is a disproportionate number of adult women who have chosen to live off-reserve.

Chart 1.7



The Aboriginal Identity population in Manitoba, in common with Nunavut, Saskatchewan, Prince Edward Island, Alberta and the Northwest Territories, has a lower median age than Canada's. In 2006, the median age of the Aboriginal population in Manitoba was 23.9 years. Across Canada, only Nunavut and Saskatchewan were younger. Nationally, the median age of Aboriginals was 26.5 years. The differences in median age between the Aboriginal and Non-Aboriginal populations range from a low of 8.9 years in Ontario to a high of 19.0 years in Saskatchewan.

## CHAPTER TWO: INCOME

Family income levels are strong and reliable indicators of the health and well-being of individuals, families and communities. Income levels, sources and adequacy determine choices in housing, food, recreation and preventative health care. Income is also important in shaping opportunities to achieve social inclusion, acquire social capital and endure declines in the economy.

The gaps in health, social welfare and housing outcomes of a population are often related directly to substantial differences or gaps in incomes. Population health studies have found strong evidence that higher incomes are linked to longer life spans, better health and quality of life.

*Gaps in median incomes across populations may be due to a number of factors. One is the age structures within the population. Younger working populations tend to have lower incomes, as they have not yet reached their prime earning years. Another is the number of non-earnings members of the household. Households with the same level of income but with more children to support have fewer financial resources available to them. Other factors include the presence or absence of employment earnings, differences in work intensity, differences in education and skill levels, and the availability of jobs where people live. For some groups there are special barriers. For status Indians residing on reserve, legal and institutional barriers that restrict the ability to accumulate equity and borrow money from financial institutions, may affect their income prospects.*

### 2.1 MEDIAN INCOME FROM ALL SOURCES

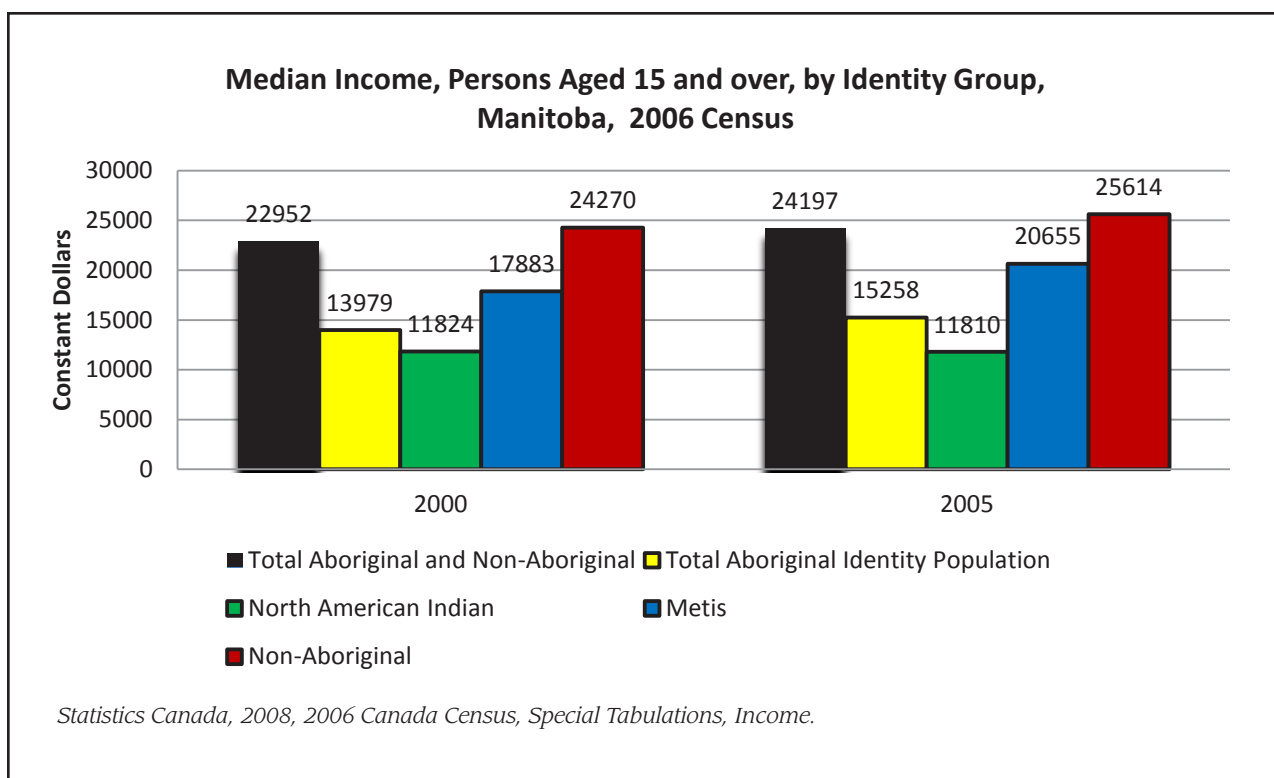
The following chart shows an increase in real median income for non-Aboriginal Manitobans, from \$24,270 to \$25,614, or about 5.5 per cent, between the years 2000 and 2005. On the other hand, total median Aboriginal income of \$13,979 in 2000 and \$15,258 in 2005, while considerably lower than that of non-Aboriginal people, increased at a faster pace (9.1 per cent) over the period.

It is important to note, however, that the increase in Aboriginal incomes is accounted for almost entirely by the Metis, whose median incomes grew from \$17,883

**Median Income is the level of income that represents the mid-point of the income range. In other words, exactly one-half of the population aged 15 and over has income below the median income level and exactly one-half of the population has reported income that is above that level**

to \$20,655, or by 15.5 per cent. North American Indians actually saw a very slight decline in median income, adjusted for inflation, between the two census years. Their median income levels in 2005 stood at only 46.1 per cent of the median income of non-Aboriginal Manitobans.

Chart 2.1



Two factors account for what appears to be a remarkable improvement in incomes reported by the Metis. The first is the result of high levels of participation in the labour market and increases in those who reported post-secondary education completion or acquisition of work-related skill certification.

The second factor relates to how people choose to self-identify in the Census. In recent surveys, the numbers of respondents claiming Metis identity has increased appreciably, at a rate higher than can be accounted for by natural increases in the population. It is difficult to assess the relative size of the two effects, and as such, it is difficult to make conclusive statements about the extent of the improvements experienced by the same group over time.

## 2.2 INCOME ADEQUACY

With median incomes far below that of the Manitoba population as a whole, a large number of Aboriginal individuals and families in Manitoba are living in low-income. Canada does not have a single poverty line or measure; however, Statistics Canada releases data on a number of low-income measures. The Manitoba government uses the Market Basket Measure (MBM) as an indicator for the number of individuals and families living in low-income.

The MBM is the preferred measure of low-income as it takes into account differences in costs of living across Canada. Using the MBM as a guide, 13.9 per cent of all Aboriginal persons in Manitoba living off-reserve were living in low-income in 2008.<sup>4</sup> This was approximately 1.7 times the low-income rate for all Manitobans (7.8 per cent).

While the low-income rate for Aboriginal people in Manitoba remains high, there has been a significant reduction in the rate over time. Between 2000 and 2008, the low-income rates for all Manitobans decreased by 28 per cent and the rate for Aboriginal persons fell by 49 per cent.

Between 2000 and 2008, the low-income rate for Aboriginal children decreased by 48 per cent, (from a level of 28.2 per cent to 14.7 per cent). The low-income rates for all children in Manitoba decreased at a rate of 44 per cent, a slightly slower pace.

The low-income rate for Aboriginal females is almost twice the rate for Aboriginal males and has fallen by a smaller amount over the period in question. The incidence of low income of Aboriginal females decreased by 42 per cent, falling from 31 per cent to 17.9 per cent, while the rate for Aboriginal males decreased by 60 per cent, from 23.1 per cent to 9.2 per cent.

The low-income rate for Aboriginal people living in Manitoba, (13.9 per cent), is lower than the rate for Aboriginal people in Canada (16 per cent). Within Manitoba, the low-income rate for Aboriginal people living outside Winnipeg is higher than it is for those living in Winnipeg. In 2008, 7.7 per cent of Aboriginal people in Winnipeg were in low-income compared to 22.7 per cent of Aboriginal people outside Winnipeg. The low-income rate for Aboriginal people in Winnipeg has been reduced by 68 per cent, falling from a rate of 24 per cent to 7.7 per cent. In the rest of Manitoba, the rate of decrease was 28 per cent.

The MBM defines low income based on the cost of purchasing a 'basket' of goods and services including food, shelter, clothing, footwear, transportation, and other necessary goods and services including furniture, basic telephone service, school supplies and modest levels of reading, recreation, and entertainment. The MBM also takes into account household size. Households with incomes less than the cost of basic goods and services are considered to be low income.

<sup>4</sup> All MBM low-income data was obtained from Statistics Canada

Even though low-income rates in Manitoba are decreasing, poverty remains a major issue and concern in the Province as many families are still living in deep poverty. The depth of low-income in Manitoba was 35 per cent in 2008, which means that the incomes of individuals living in low-income were on average 35 per cent below the MBM threshold. Families living in deep poverty often rely on food banks. Manitoba has the second highest proportion of persons and families using food banks. In March 2010, 3.6 per cent of Manitobans accessed food banks. Of these, 38.4 per cent declared themselves to be Aboriginal.<sup>5</sup>

On May 21, 2009, Manitoba introduced a poverty reduction strategy called ALL Aboard. This strategy brings together under one plan all of the initiatives that presently work to reduce poverty and improve social inclusion and creating new initiatives that address four identified pillars for social inclusion: safe, affordable housing in supportive communities; education, jobs and income support; strong, healthy families; and, accessible, coordinated services.

Through the strategy, a number of programs and initiatives are targeted towards certain key groups that are at a higher risk of remaining in deep poverty. Women, newcomers, persons with disabilities, and Aboriginal Manitobans face complex, multiple risk factors that require more supports to enable them to participate fully in society. .

## 2.3 INCOME ASSISTANCE

In Manitoba, families in the bottom two income quintiles received 46.5 per cent of all government transfers in 2008.<sup>6</sup> On reserves, Aboriginal people who require income assistance receive it from payments provided to their First Nation by the federal government. Off reserve, any person in need of income assistance receives it from the provincial government.

More individuals and families receive income assistance at some point during the year than the numbers who indicate on the Census that transfer payments are their primary source of income year-round. According to the 2006 Census, while 34 per cent of aboriginal households in Manitoba indicated that their primary source of income was government transfers, only 19.7 per cent of non-Aboriginal households reported such transfers as their primary source.

The percentage of Metis households reporting government transfers as their main source of income is only slightly higher than that of the non-aboriginal population (approximately 23 per cent). However, by comparison the percentage of registered Indian households reporting transfers as their primary source of income was 43 per cent, a significantly higher rate. The greater reliance on transfers, particularly income assistance, can be attributed to their rate of employment and the rate at which they work full-time, full-year being much lower than the respective rates for non-Aboriginal people.

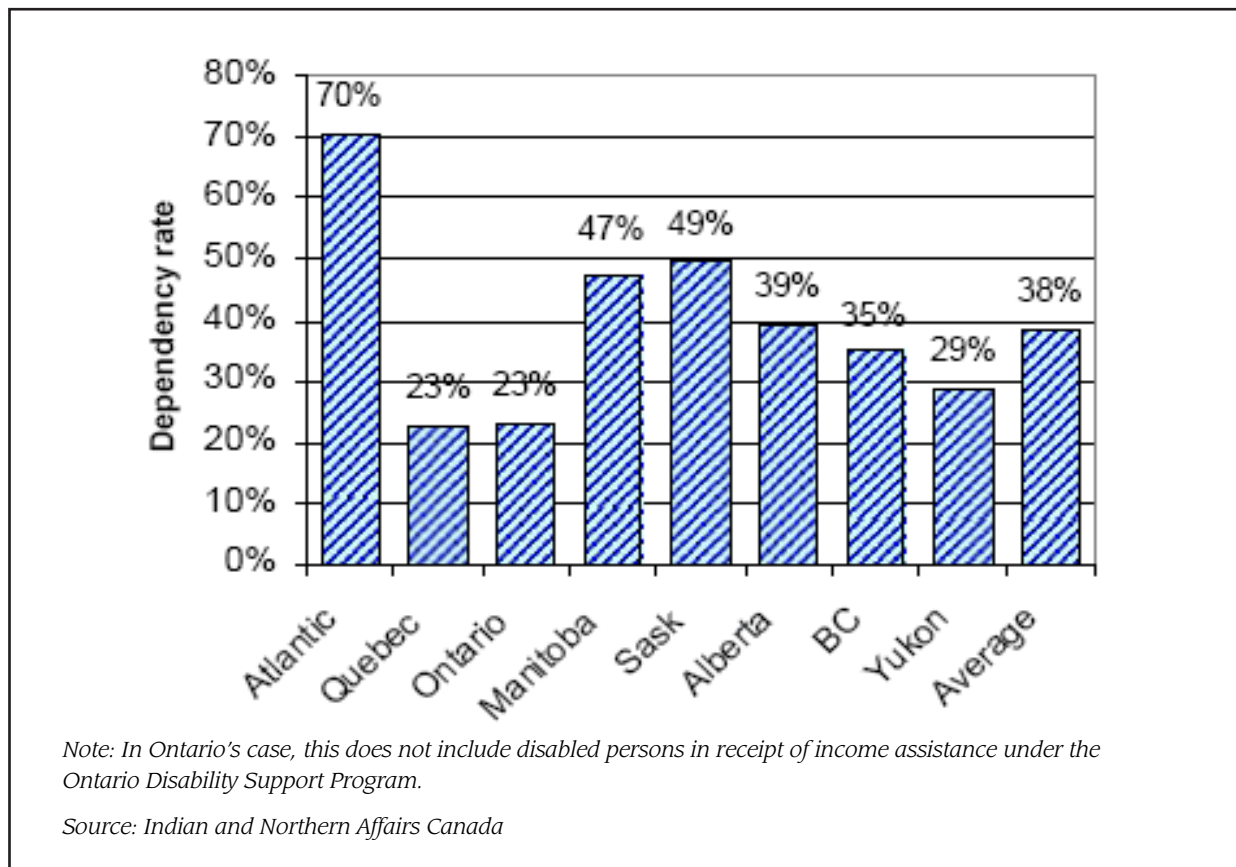
---

<sup>5</sup> Source: Hunger Count 2010 <sup>6</sup> Source: Statistics Canada report: Income in Canada, 2008

<sup>6</sup> Source: Statistics Canada report: Income in Canada, 2008

In 2005-06, the social assistance dependency rate for persons residing on reserves in Canada, that is, the number of income assistance recipients on-reserve divided by the total on-reserve population, was 36 per cent, compared to a national dependency rate of 5.5 per cent for the population as a whole. Between 1996-97 and 2005-06, the on-reserve dependency rate decreased from 41.4 per cent to 36.0 per cent. Chart 2.2 shows the rate of dependency on income assistance on-reserve by region.<sup>7</sup>

Chart 2.2: Income Assistance Dependency rates on-reserve by region in 2005-06



Manitoba reserves have some of Canada's highest rates of dependence on income assistance. In 2005-06, 47 per cent of people living on reserves in Manitoba were dependent on income assistance. Only the Atlantic Provinces and Saskatchewan reserves had higher dependency rates.<sup>8</sup>

In 2009, the average number of self-declared registered Indians on the provincial income assistance program was 13,493, which accounted for 23 per cent of the total number of recipients in Manitoba. In 2009, 50,077 registered Indians were living off-reserve, which implies that, on average, 27 per cent of all registered Indian living off-reserve were on income assistance every month. This was more than six times the rate of four per cent recorded for other Manitobans.<sup>9</sup>

<sup>7</sup> INAC report: Evaluation of the Income Assistance Program <http://www.ainc-inac.gc.ca/ai/arp/aev/pubs/ev/eiap07/eiap07-eng.asp>

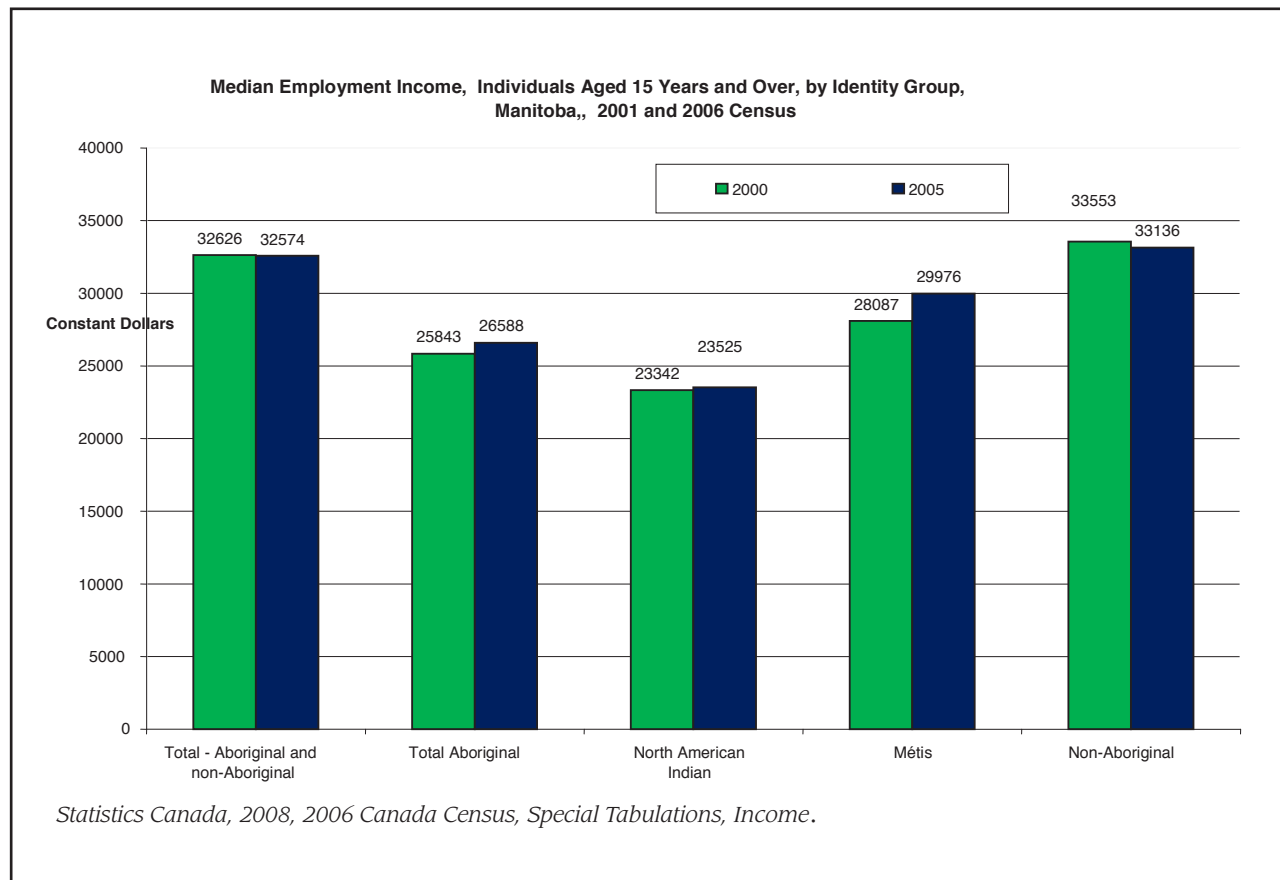
<sup>8</sup> *ibid*

<sup>9</sup> Manitoba off-reserve Registered Indian population for calculating percentage of participants on social assistance from Indian and Northern Affairs Canada report titled Registered Indian Population by Sex and Residence, 2009.

## 2.4 MEDIAN EMPLOYMENT INCOME

The gaps in median income across the identity groups are much smaller when considering only the incomes of persons ages 15 and over who had any employment income. All figures in the following chart are expressed in constant dollars.

Chart 2.3



While the median employment income of North American Indians is the lowest among the identity groups at \$23,342 in 2000 and \$23,525 in 2005, the amounts are more than double the respective median incomes for all North American Indian persons in the age 15 and over age group, including those with and without employment earnings. The differences between median income and median employment income for the other identity groups are considerably less dramatic.

The key conclusion from this is that earnings make a significant difference in improving incomes. For all identity groups, the median incomes of the groups with employment income were higher than those of their respective total adult populations (see section 2.1).

Second, the very substantial differences in the levels of median income and median employment income for North American Indians show that a large number within that identity group are dependent on transfer payments. In other words, the size of the group with earnings is not large enough to have a significant impact on the group's overall median income.

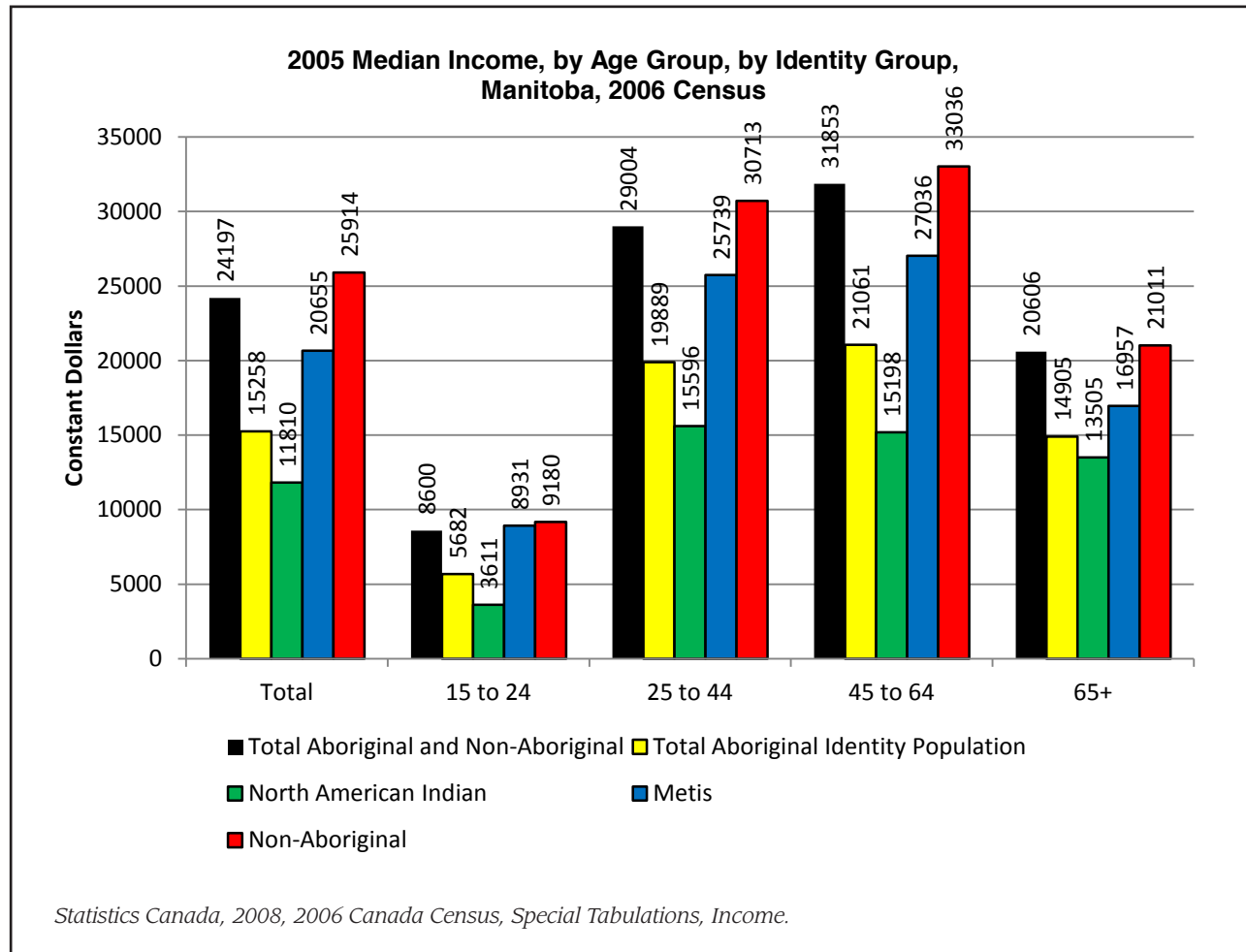
A further interesting observation is that median employment income levels between the two reference years increased for the 'total Aboriginal identity' group. Most of this improvement was accounted for by the Metis. For non-Aboriginal Manitobans there was a slight decline in real median employment income, which was offset by increases in other sources of income, possibly pension and investment income.

While First Nation populations are overrepresented among those with deficits in education and work-related skills, the relative youthfulness of this identity group is a further factor in explaining both the lower median income and lower employment median income results reported in the 2006 Census. With few exceptions, younger workers tend to earn much less income at the beginning of their careers and many are working part-time while waiting for an opportunity to enter the labour market on a full-time basis. Many are in school or are raising young families. Labour force participation may be limited by these commitments.

In the following chart, median employment income is examined by identity and age groupings.



Chart 2.4



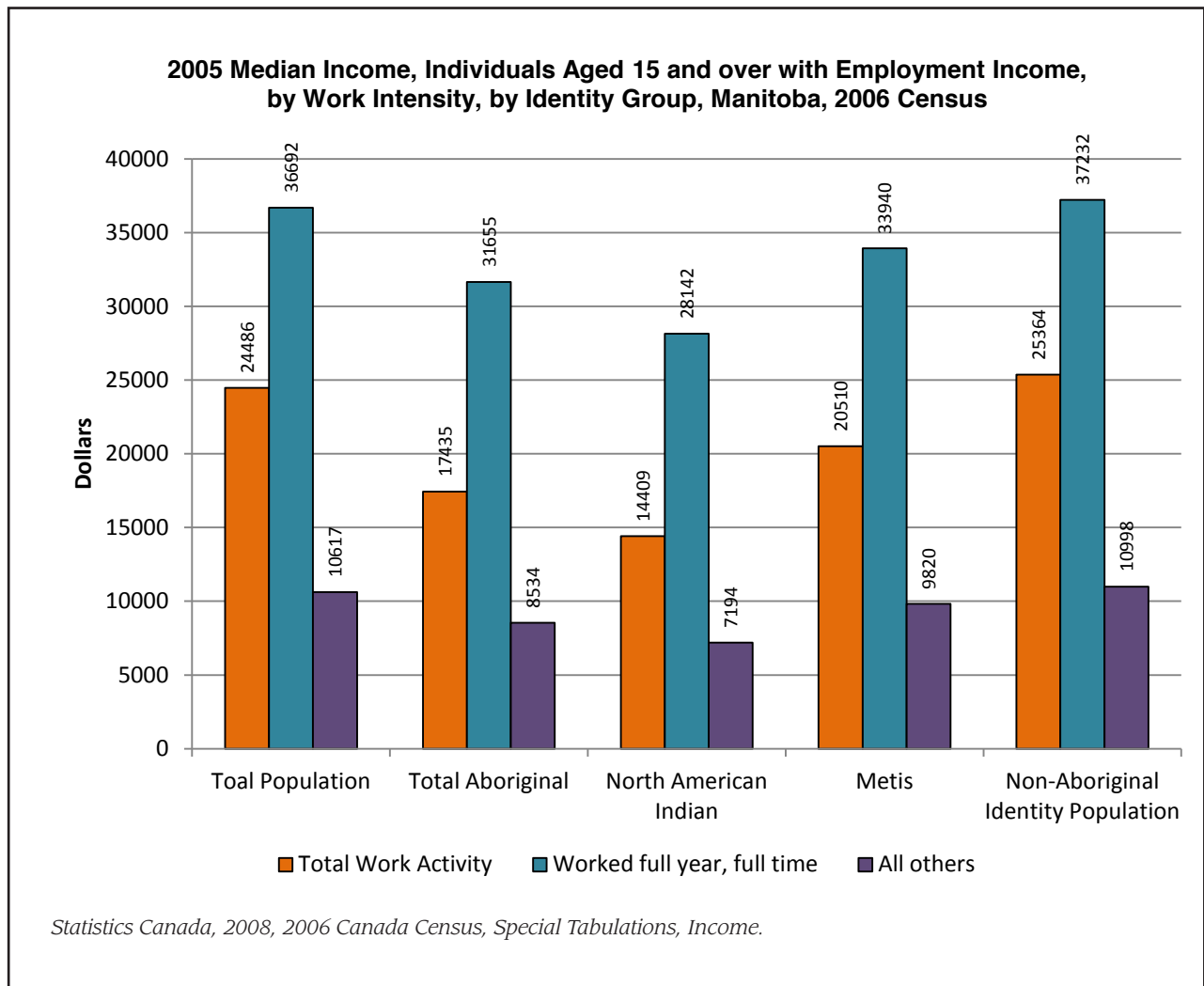
The age group experiencing the smallest gap in median employment incomes across identity groups were those aged 65 years and over. The vast majority of non-Aboriginal people over 65 have retired and are far more reliant on incomes from savings or transfer payments at this stage of their lives than at any other stage. Aboriginal people tend to begin working later, but once in the workforce tend to work as long if not longer than non-Aboriginal people. In making comparisons across identity groups, the greatest parallels in workforce patterns and the smallest gaps in income outcomes are for the '65 and over' age group.

For all identity groups the least well-to-do are those in the 15 to 24 age group. The relative size of the gap in incomes between North American Indians and non-Aboriginal persons is highest at this point in the life cycle. The median income for North American Indian youth was only 39.3 per cent of the amount for non-Aboriginal youth. However, the size of the gap between Metis and non-Aboriginal youth is quite modest.

## 2.5 MEDIAN INCOME FROM FULL-TIME/FULL-YEAR EMPLOYMENT

Differences in median income across identity groups become much smaller when comparing the incomes of only those adult Manitobans who work full-time over a full year. Given known and acknowledged differences across identity groups in factors such as the age structure of the population, education and skill levels, geographic location, the gaps in median income across the identity groups for those employed full-time/full-year are surprisingly small.

Chart 2.5



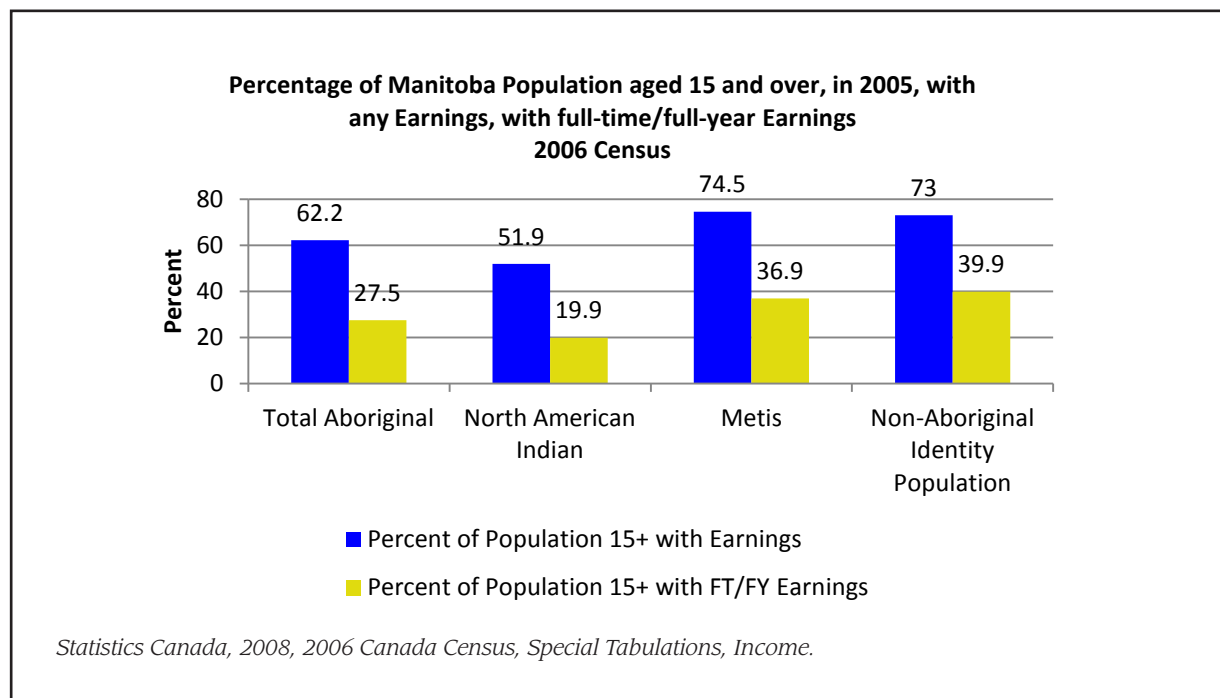
The median income of those who worked full-time, for the full year in 2005 was between three and four times higher than the median incomes of those who worked less intensely, that is, part-time, part of year or some other combination of the two. This pattern is generally similar across identity groups. Working full-time, full-year is a critical factor in assuring adequate income levels, a factor that is equally important to all identity groups.

A significantly lower proportion of North American Indian adults work full-time, year round, compared to the other identity groups. This is perhaps a primary factor in accounting for the low median income level of the North American Indian adult population. Government transfer benefits are set at levels that cover only basic needs. Not working full-time or not at all creates a dependency on government transfers and results in low median incomes.

Only 19.9 per cent of North American Indian respondents worked full-time, full-year in 2005, compared with 36.9 per cent and 39.9 per cent for Metis and non-Aboriginals, respectively. Only 51.9 per cent of North American Indians aged 15 and over had some connection to the labour force and earnings, compared with 74.5 per cent for the Metis and 73.0 per cent for non-Aboriginal people.

Although the percentage of Metis Manitobans who reported earnings of any kind was higher than the rate for non-Aboriginal people, they reported a lower percentage of full-time, full-year earnings. It is likely an indication that secondary household earners supplemented household incomes with part-time work.

Chart 2.6



The trends in median income are reflected in the key labour market indicators – participation, employment and unemployment rates. They are also reflected in data on educational outcomes.

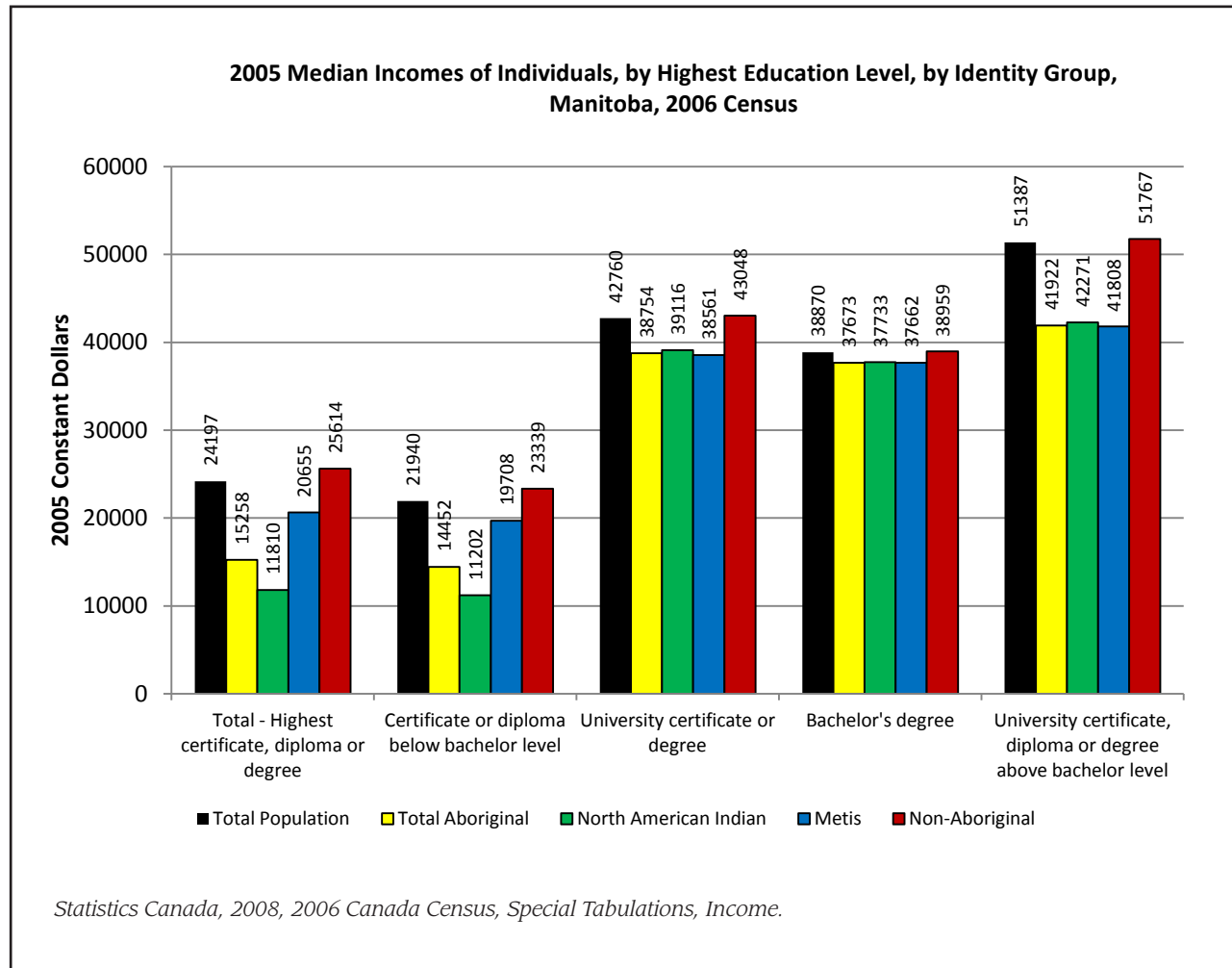
## 2.6 MEDIAN INCOME AND EDUCATION

Extensive research shows that income is a very strong predictor of health and social well-being. In turn, household and individual income is determined largely by the presence/absence of employment and the level of education and skills that the individual or members of a household have acquired.

People with little education or few skills typically do not participate in the labour market. If they do, they are often unemployed or under-employed. As a result, they depend on transfer payments that are set at levels that meet basic needs. Low incomes make it more difficult to afford appropriate housing, provide enriched learning opportunities for children in the household and to live a healthy, well-balanced lifestyle. Education and skills training are critical factors in breaking the cycle of poverty that affects many Aboriginal families.

Education has an important impact on median incomes. It is even more pronounced for North American Indians. As seen in the chart below (2.7), the median incomes of those with lesser educational credentials are lower for all identity groups. However, having lower skills appears to have a disproportionate effect on the median incomes of North American Indians. Several factors may account for the differentials, among them location of residence. Being unskilled and living in places where there is a lack of employment opportunity, produces worse income outcomes than when individuals who are unskilled live in places where work is abundant.

Chart 2.7



## CHAPTER THREE: LABOUR MARKET INDICATORS

### 3.0 LABOUR MARKET CONCEPTS

Before we can fully understand labour markets, we need to define several important concepts.

**Labour Force:**

The number of people aged 15 and over (the working age population) who, during the survey week, were either employed or unemployed.

**Participation Rate:**

The total percentage of the Labour Force as a percentage of the Working Age Population (those aged 15 and over).

**Employment Rate:**

The total number of employed expressed as a percentage of the Working Age Population.

**Unemployment Rate:**

The total number of unemployed expressed as a percentage of the Labour Force.  
Unemployment refers, to people who were without employment and were actively seeking it.

Labour market information is about labour supply and demand. It helps identify activities that are occurring in the labour market and predict the type of education and training options required to meet the future needs of workers and employers.

Labour market information includes information such as:

- Labour force size
- Participation and employment rates
- Job descriptions
- Educational and skills accreditations and licensing requirements
- Employment prospects and job vacancies
- Wages levels
- Growth rates of industries and sectors
- Demographics
- Occupational projections
- Skills and labour shortages

In Canada, labour force information is available from numerous sources. Two primary sources, Canada's census, conducted every five years, and the monthly labour force survey, are the sources of key labour market indicators.

Information from Canada's census has the advantage of being based on a very large sample of respondents and it includes data from on and off reserve populations. Census data can be used to show linkages between labour force status and demographic, social and economic characteristics over longer time frames. A critical weakness of this survey as a tool for informing short-term economic policy is the length of time between census years and the time required to process the volume of information that it produces.

The monthly federal government Labour Force Survey (LFS) has the advantage of being current, but it samples a much smaller population and excludes persons residing on reserves from its sampling frame. Historically, the data from the LFS was not able to identify Aboriginal people from among the total population. As a result, it was not possible to see how the labour force activities of Aboriginal people compared with those of the population as a whole.

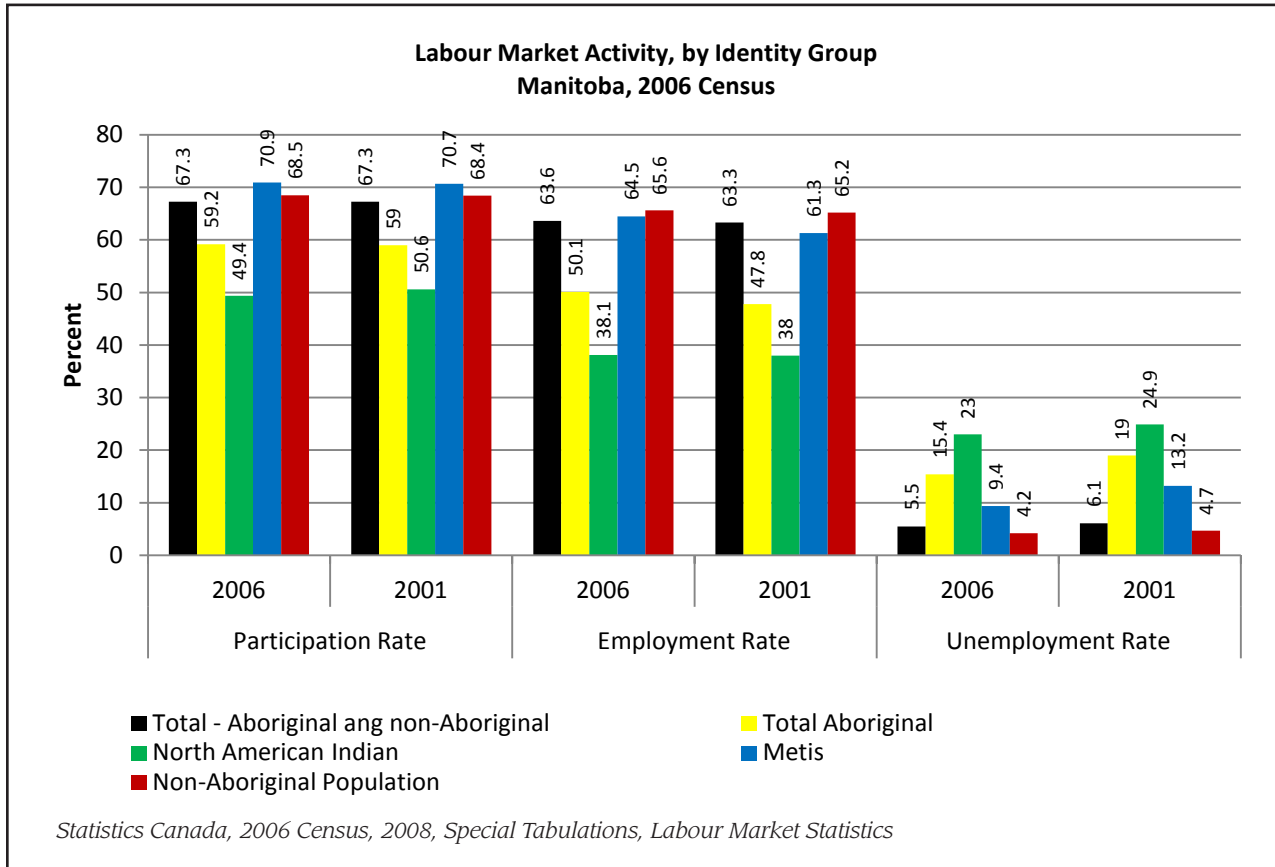
In recent years, the sample size of the LFS in Manitoba was expanded in areas of high Aboriginal and immigrant populations in the Province to be able to collect identifiable data for these population groups to see whether their labour market experiences differed from those of other Manitobans.

Data from both surveys are used to provide a reliable knowledge base that helps the labour market function more effectively.

### 3.1 SUMMARY OF LABOUR FORCE ACTIVITY – CENSUS DATA

The following chart summarizes key labour market indicators obtained from the past two census surveys, for Aboriginal and non-Aboriginal identity groups.

Chart 3.1



For Manitobans, regardless of identity group, unemployment rates declined between 2001 and 2006. The largest improvement was achieved by the Metis, whose unemployment rate dropped from 13.2 per cent to 9.1 per cent. The already very low 4.7 per cent unemployment rate for non-Aboriginal Manitobans dropped to 4.2 per cent, while the rate for North American Indians dropped slightly from 24.9 per cent to 23.0 per cent.

Participation rates for all identity groups remained fairly constant over the period. Higher levels of employment, due mostly to robust economic growth did not draw in a higher percentage of labour market participants. However, a larger percentage of those who were looking for work over the period were successful in obtaining employment.

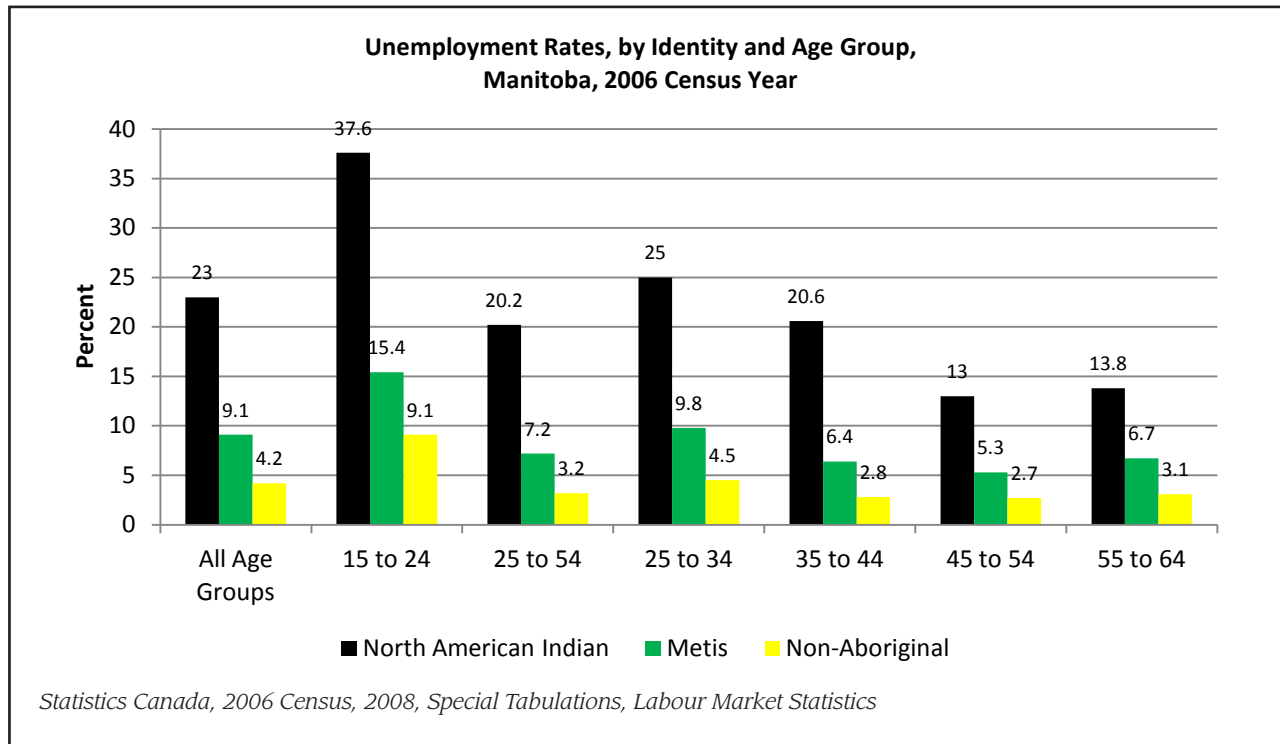
The greatest improvement in employment rates, from 62.3 per cent to 64.5 per cent, was experienced by the Metis. It is unclear how much of this improvement is due to better outcomes among those who had claimed Metis identity over several Census surveys and how much is due to those who more recently claimed their Metis identity.



### 3.2 LABOUR FORCE ACTIVITY, BY AGE GROUP – CENSUS DATA

From a policy and program design perspective, the age distribution of the unemployed is of some interest.

Chart 3.2



The disproportionately high rate of unemployment experienced by North American Indian youth is particularly troubling. North American Indians, aged 15 to 24, reported 37.6 per cent unemployment in the 2006 Census, more than four times the rate for non-Aboriginal youth. At 15.4 per cent, the rate of unemployment of Metis youth was about mid-way between those of North American Indian and the non-Aboriginal youths. One of the factors contributing to the high rate of unemployment of North American Indian youth is their high concentration on reserves, where there are far fewer employment opportunities in general. The rate is almost 50 per cent for youth residing on reserves. The other factors include delays in school completion and non-completion of high school education, as well as, higher rates of early family formation.

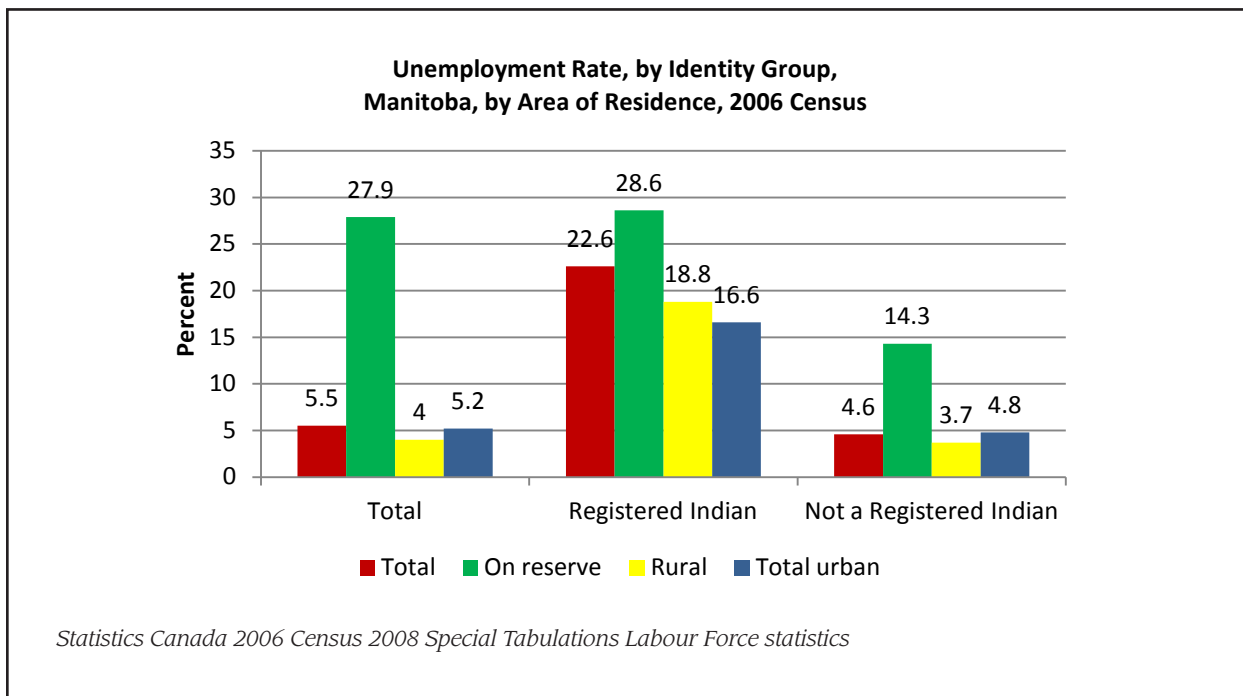
While still high, the unemployment rate reported by North American Indians drops considerably, to 25.0 per cent for persons aged 25 to 34, and to 20.6 per cent for those aged 35 to 44. In their prime earning years, North American Indians reported unemployment rates of 13.6 per cent (ages 45 to 54) and 13.8 per cent for those between 55 and 64.

### 3.3 LABOUR FORCE OUTCOMES, BY LOCATION - CENSUS DATA

Many registered Indians live in communities and on reserves that are located in isolated and remote areas. Location is an important determinant of unemployment. Generally, urban areas offer the greatest opportunity for work and reserves are the least likely to have work opportunities available to those seeking them.

Regardless where they live, registered Indians have much higher rates of unemployment than people in the other identity categories.

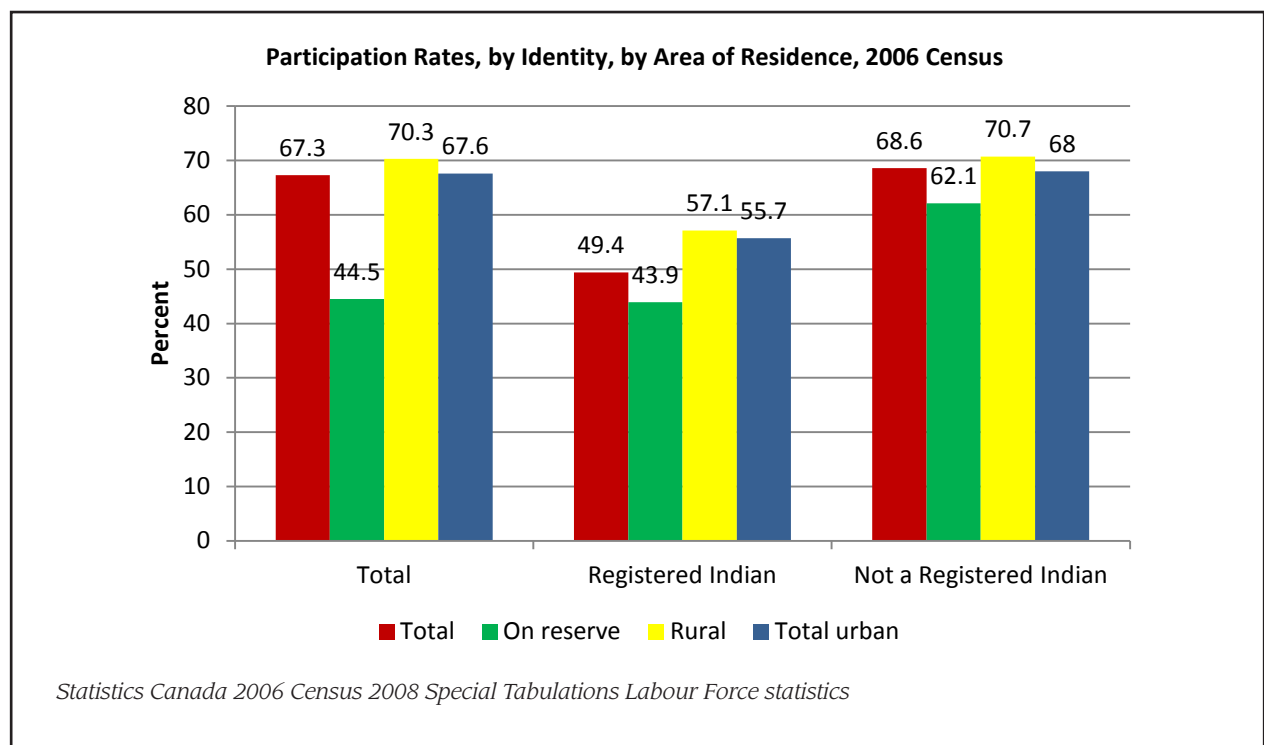
Chart 3.3



### 3.4 PARTICIPATION RATES – CENSUS DATA

The labour market participation rate is an important indicator of labour market success. The participation rate measures the proportion of individuals who are in the labour market – working and actively seeking work. Unless an individual has been searching actively for a job he or she is not considered to be unemployed, although she or he may want to work. In places where few jobs are available, many who would prefer to work will stop actively seeking work, as they begin to realize the likelihood of finding a job is limited. Low participation rates are an indication that individuals have become discouraged and have dropped out of the formal labour market.

Chart 3.4



Participation rates are highest in rural areas, and lowest on reserves, regardless of identity group. Registered Indians had a participation rate of only 43.9 per cent on reserve, and even in rural and urban areas, the respective rates stood only at 57.1 per cent and 55.7 per cent. For others, the rate varied from a low of 62.1 per cent on reserve to 70.7 per cent in rural Manitoba. As noted earlier, participation rates for all but the Metis held constant between 2001 and 2006 Census surveys.

### 3.5 INTER-JURISDICTIONAL COMPARISONS OF LABOUR MARKET OUTCOMES FOR ABORIGINAL PEOPLE

Data collected in the 2006 Census provides information on differences in labour market patterns between Aboriginal and non-Aboriginal Canadians by jurisdiction.

Table 3.1 shows unemployment rates across the country for the two groups.

**Table 3.1 Ratio Aboriginal to Non-Aboriginal Unemployment Rate by Province and Territory, 2006 Census**

Province	Aboriginal Unemployment Rate	Non-Aboriginal Unemployment Rate	Ratio	Ratio (%)
Canada	14.8%	6.3%	2.3	234.9
Newfoundland and Labrador	30.1%	18.0%	1.7	167.2
Prince Edward Island	17.3%	11.0%	1.6	157.3
Nova Scotia	15.5%	9.0%	1.7	172.2
New Brunswick	20.8%	9.7%	2.1	214.4
Quebec	15.6%	6.9%	2.3	226.1
Ontario	12.3%	6.3%	2.0	195.2
Manitoba	15.4%	4.2%	3.7	366.7
Saskatchewan	18.2%	4.2%	4.3	433.3
Alberta	11.1%	3.9%	2.8	284.6
British Columbia	15.0%	5.6%	2.7	267.9
Yukon	21.9%	6.2%	3.5	353.2
Northwest Territories	20.1%	4.0%	5.0	502.5
Nunavut	20.1%	3.5%	5.7	574.3

Nationally, the rate of unemployment of Aboriginal people was approximately 2.3 times the rate of unemployment experienced by non-Aboriginal people. Five years earlier, that ratio stood at about 2.6, which indicates an overall improvement in the unemployment gap between Aboriginal and non-Aboriginal people.

The lowest ratios of Aboriginal to non-Aboriginal unemployment were reported in Prince Edward Island, Newfoundland and Labrador, Nova Scotia and Ontario. One of the reasons that the ratios are lower in these jurisdictions is that the over rates of unemployment are very high, and so the gaps between Aboriginal and non-Aboriginal rates are more modest. While at 2.8, Alberta has one of the higher ratios of Aboriginal- to- non-Aboriginal unemployment, its rate of Aboriginal unemployment, at 11.1 per cent, was actually the lowest rate in the country.

Nunavut and the Northwest Territories have unemployment ratios that are five or more times higher, due to a combination of somewhat higher rates of Aboriginal unemployment and extraordinarily low rates of non-Aboriginal employment. This may be due in large part to the high rate of non-Aboriginal people moving to these jurisdictions specifically to take a job.

Western provinces have much larger Aboriginal populations in relation to their respective provincial totals. As well, a large portion of the Aboriginal populations in Manitoba and Saskatchewan, in particular, live in remote and isolated communities where unemployment is high.

It should be recalled that the Census labour market data provides greater insight into the real level of unemployment due to the fact that it enumerates households on reserve, which is not the case with respect to the monthly Labour Force Survey.

Looking at the ratio of Aboriginal to non-Aboriginal labour market participation rates, in the table below, it is evident that the Aboriginal population has not allowed their significantly higher rates of unemployment to deter them from preparing for and looking for work. Nationally, the participation rate for Aboriginal people stood at 63.0 per cent, compared to 66.9 per cent for non-Aboriginal people, for a ratio of about 94 per cent. In Nova Scotia and Prince Edward Island, the Aboriginal labour force participation rate is slightly higher than that of the non-Aboriginal population, while in British Columbia and New Brunswick the rates are virtually the same.

**Table 3.2 Ratio Aboriginal to Non-Aboriginal Labour Market Participation Rate by Province and Territory, 2006 Census**

Province	Aboriginal Participation Rate	Non-Aboriginal Participation Rate	Ratio	Ratio (%)
Canada	63.0%	66.9%	0.9	94.2
Newfoundland and Labrador	59.2%	66.9%	0.9	88.5
Prince Edward Island	71.7%	68.2%	1.1	105.1
Nova Scotia	63.0%	62.9%	1.0	100.2
New Brunswick	62.7%	63.7%	1.0	98.4
Quebec	60.8%	65.0%	0.9	93.5
Ontario	65.6%	67.1%	1.0	97.8
Manitoba	59.2%	68.8%	0.9	86.0
Saskatchewan	56.4%	70.1%	0.8	80.5
Alberta	68.3%	74.3%	0.9	91.9
British Columbia	65.0%	65.6%	1.0	99.1
Yukon	70.7%	80.2%	0.9	88.2
Northwest Territories	65.4%	86.2%	0.8	75.9
Nunavut	59.1%	90.4%	0.7	65.4

In Quebec and Ontario, Alberta and British Columbia, the jurisdictions with the largest populations, the ratios range from 91.9 per cent in Alberta to 99.1 per cent in British Columbia. The ratios in Nunavut, Northwest Territories, Yukon and Saskatchewan are significantly lower. The key factor accounting for the lower ratios is the location of so many reserves in areas where employment opportunities are very limited, or in the case of the Territories, where economic development is more recent and fairly limited in scope.

### 3.6 LABOUR FORCE SURVEY (LFS) DATA

The Labour Force Survey (LFS) is a household survey carried out monthly by Statistics Canada. It is a reliable and timely source of labour market information providing estimates of employment, unemployment and participation for the off-reserve, civilian, non-institutional population of Canada aged 15 and over. It publishes monthly standard labour market indicators such as the unemployment rate, the employment rate and the participation rate as well as other labour and personal characteristics of the working age population.

In April 2004, Statistics Canada added questions to the Labour Force Survey to determine Aboriginal respondents who self-identify with at least one aboriginal group, i.e. First Nations (North American Indian), Metis or Inuit. This is based on the individual's own perception of his/her Aboriginal identity, similar to the concept used in the Census. The LFS does not ask whether an individual is Treaty Indian or a registered Indian, as defined by the Indian Act of Canada. For all Labour Force Survey data:

1. First Nations: includes all persons who identified as North American Indian.
2. Metis: includes all persons who identified as Metis

Manitoba Labour Force Survey (LFS) data can be examined to provide some information on labour market indicators for the Aboriginal population since the 2006 Census survey. However, it is important to recall that the LFS is not administered on Indian reserves and therefore cannot give insight into the labour market circumstances of all Aboriginal people.

Aboriginal populations offer great potential for expanding the Manitoba labour force. These communities are young, growing and under-represented in the ranks of the employed.

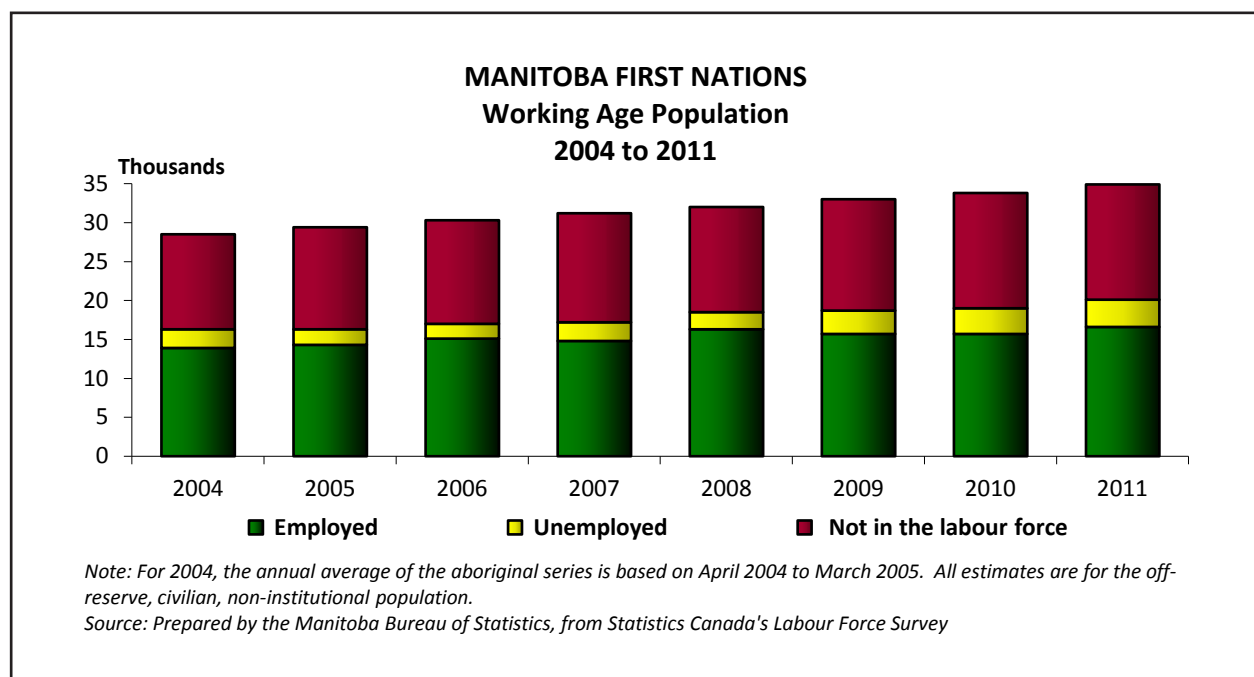
#### **Manitoba First Nations Employment and Participation Rates in 2011**

Employment in the First Nations community averaged 16,600 persons in 2011. This level was a 5.7 per cent increase over 15,700 persons in 2010. The labour force of 20,100 persons was the highest level recorded and a 5.2 per cent increase over 2010.

The First Nations working age population grew at a slower rate (+2.9 per cent) than the labour force over the year. This resulted in an average participation rate of 57.6 per cent for 2011 that was 1.4 percentage points higher than in 2010 and an employment rate of 47.6 per cent, for an increase of 1.2 percentage points.

In 2011, 13,700 First Nations persons were employed full-time and 2,900 were employed part-time. Public sector employment for First Nations averaged 6,100 persons while 10,500 were employed in the private sector.

Chart 3.5

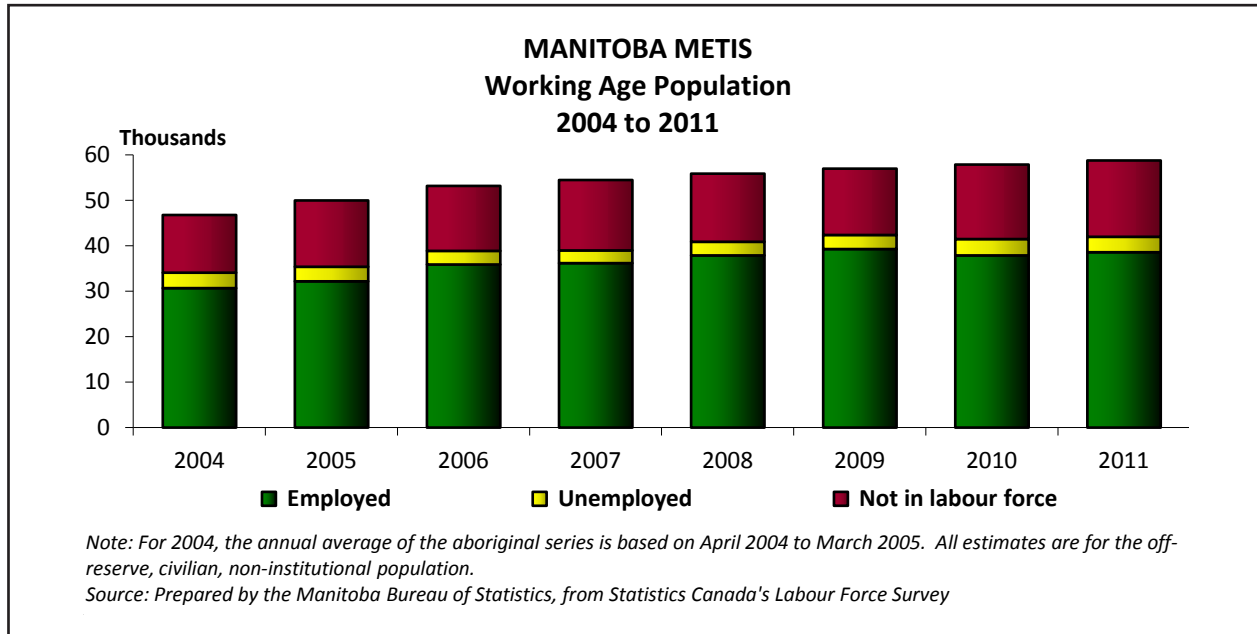


The employment rate for men rose 1.6 percentage points to 51.5 per cent between 2010 and 2011, while the employment rate for women rose 0.9 percentage points to 44.6 per cent.

### Manitoba Metis Employment Participation Rates in 2011

Employment of the Manitoba Metis community averaged 38,600 persons in 2011. This level was 1.8 per cent higher than in 2010. The labour force of 42,100 persons in 2011 was also higher than the 2010 level by 1.2 per cent. The Manitoba Metis working age population grew by 1.7 per cent from 2010 to 2011. This resulted in an average participation rate at 71.4 per cent for 2011 that was 0.4 percentage points lower than the rate in 2010 and an employment rate 0.1 percentage points higher at 65.6 per cent.

Chart 3.6



The employment rate for men fell 0.5 percentage points to 68.8 per cent between 2010 and 2011 while the rate for women rose 0.7 percentage points to 62.4 per cent.

In 2011, 31,600 Manitoba Metis persons were employed full-time and 7,100 were employed part-time. Public sector employment for Metis averaged 11,100 persons while 27,600 were employed in the private sector.

Table 3.3

Labour Market Characteristics by Identity, 2011				
	Manitoba	Non-Aboriginal	First Nations	Metis
Working Age Population ('000s)	953.3	858.6	34.9	58.9
Labour Force ('000s)	660.2	597.4	20.1	42.1
Employment ('000s)	624.5	568.7	16.6	38.6
Full-time ('000s)	502.8	457	13.7	31.6
Part-time ('000s)	121.6	111.7	2.9	7.1
Private ('000s)	458.6	420.2	10.5	27.6
Public ('000s)	165.9	148.6	6.1	11.1
Unemployment Rate (%)	5.4	4.8	17.4	8.2
Participation Rate (%)	69.3	69.6	57.6	71.4
Employment Rate (%)	65.5	66.2	47.6	65.6

Note: Estimates are for the off-reserve, civilian, non-institutional population.

Source: Prepared by the Manitoba Bureau of Statistics, from Statistics Canada's Labour Force Survey

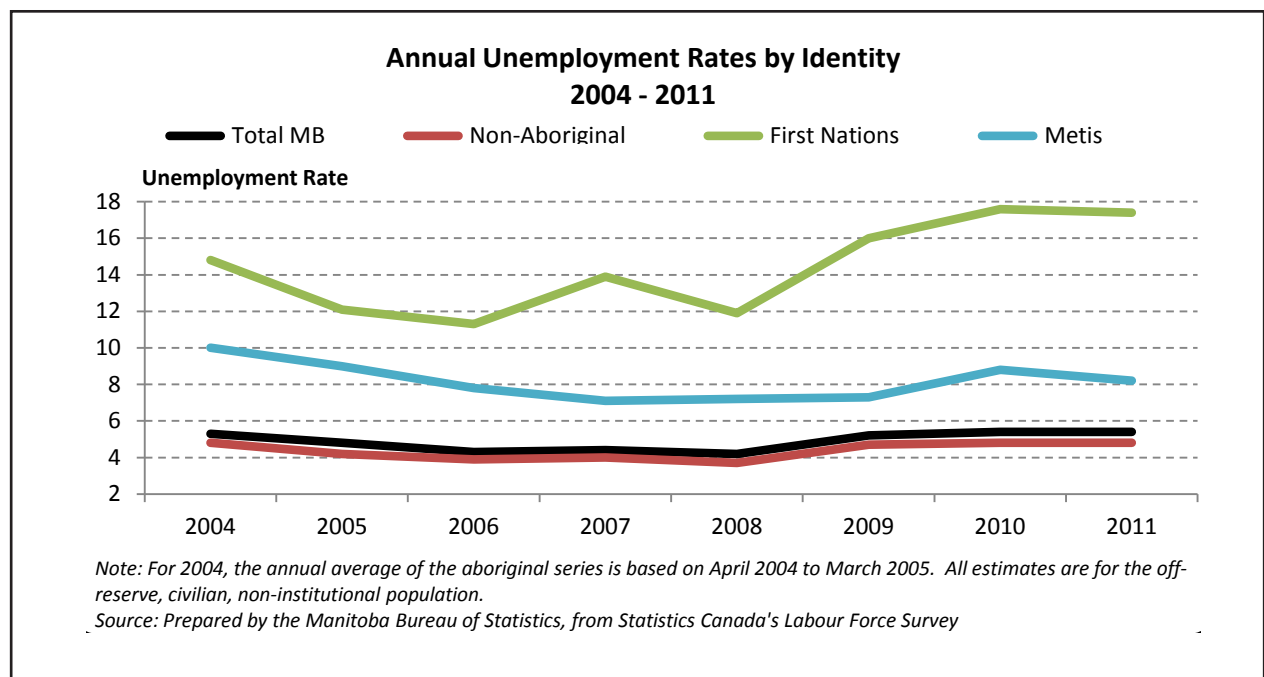


## Manitoba Unemployment Rates

When comparing the unemployment rates of the different identity populations, the First Nations unemployment rate was by far the highest in 2011 at 17.4 per cent. It was more than three and one half times the non-Aboriginal rate. While the Metis rate was considerably lower at 8.2 per cent, it was still above the non-Aboriginal level. It should be recalled that the LFS is not administered on reserves, where unemployment rates are significantly higher, and therefore presents a more optimistic picture of unemployment experienced by First Nations.

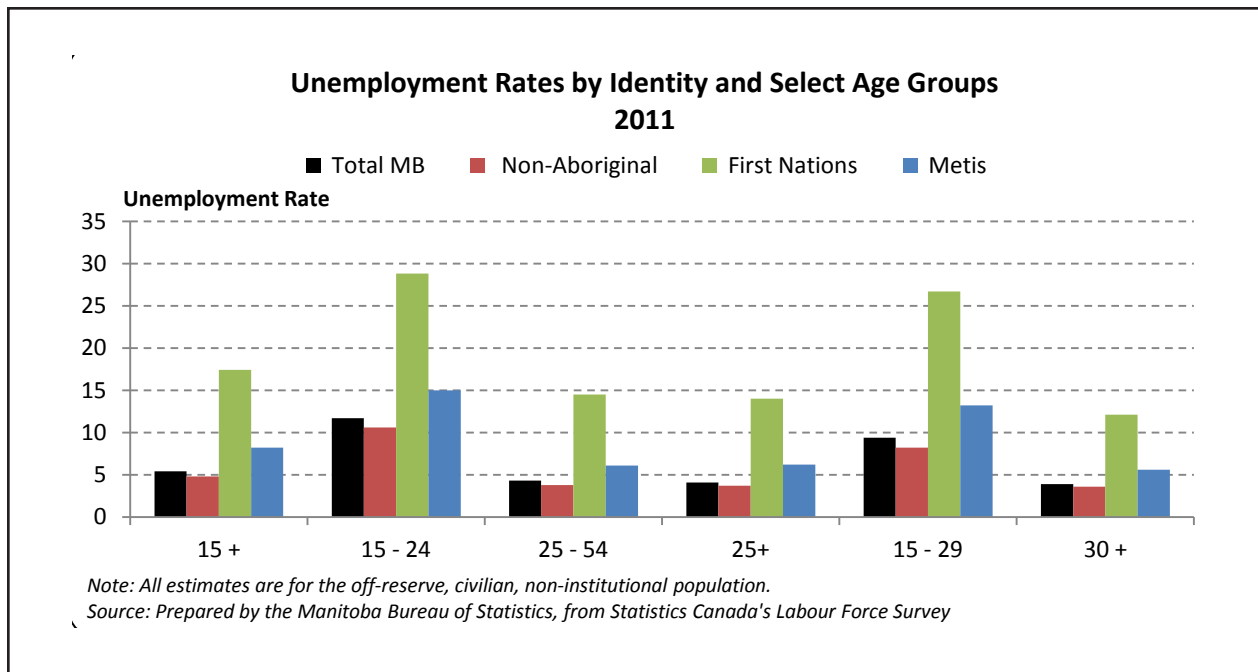
A similar trend is reported in annual unemployment rates. The First Nations' rates have varied between three to three and one-half times the non-Aboriginal rates for the last eight years. It has fluctuated over time increasing 2.6 percentage points overall from 2004 to 2011. The Metis unemployment rate had strong declines from 2004 to 2007, sitting at about two times the non-Aboriginal rate. An increase was seen from 2008 to 2010 followed by a decline of 0.6 percentage points from 2010 to 2011.

Chart 3.7



The youth (aged 15 – 24 years) unemployment rate for the First Nations population was 28.8 per cent in 2011 while that of the core working age population (aged 25 – 54 years) was reported at 14.5 per cent. These rates were significantly higher than those of the non-Aboriginal population, which were 10.6 per cent and 3.8 per cent, respectively. The Metis youth population had an unemployment rate of 15.0 per cent in 2011 and a core rate of 6.1 per cent in 2011.

Chart 3.8



In 2010 (Table 3.4) the unemployment rate of First Nation was 17.6 percent, more than 3 times the overall Manitoba rate of 5.4 per cent. By comparison the Metis rate was 8.8 percent.

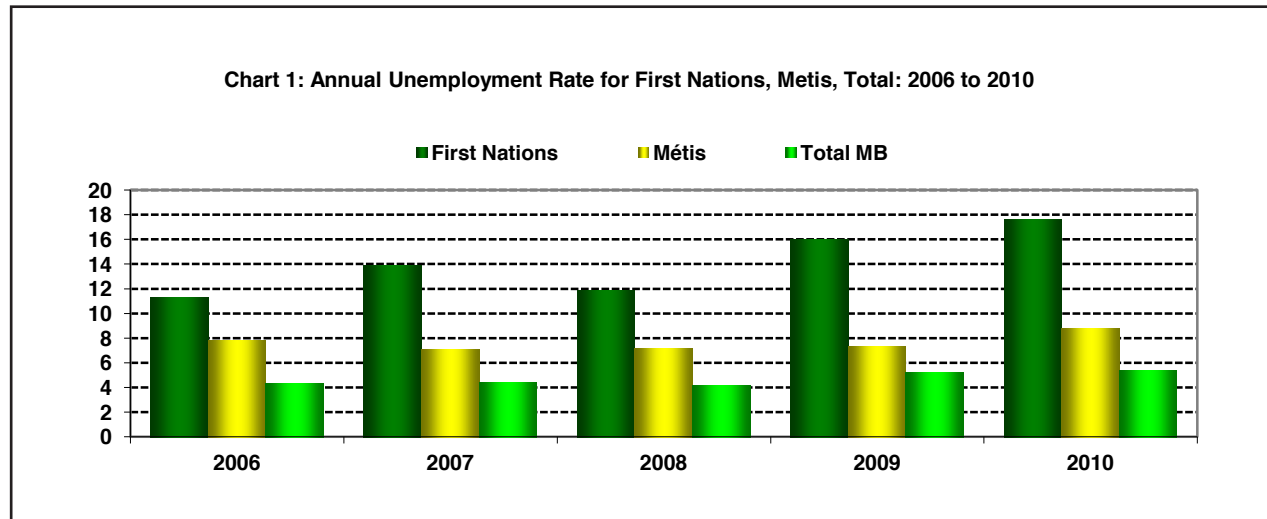
Table 3.4 Labour Market Characteristics of First Nations, Metis and Total Manitoba Populations, 2010

2010	Manitoba	First Nations*	Metis*
Working Age Population ('000s)	941.0	33.9	57.9
Labour Force ('000s)	654.9	19.1	41.6
Persons Employed ('000s)	619.8	15.7	37.9
Unemployment Rate (%)	5.4	17.6	8.8
Participation Rate (%)	69.6	56.2	71.8
Employment Rate (%)	65.9	46.4	65.5

\*Living off-reserve

Note: Estimates are for the off-reserve, civilian, non-institutional population and are unadjusted three-month moving averages. All figures, tables and charts have been prepared by the Manitoba Bureau of Statistics using customized Labour Force Survey data from Statistics Canada.

Chart 3.9



Since 2006, the unemployment rate of First Nations has trended upwards, from around 13 per cent in 2006, to 17.6 per cent in 2010. The unemployment rate of the Metis decreased modestly but steadily until 2010, when it reversed its trend.

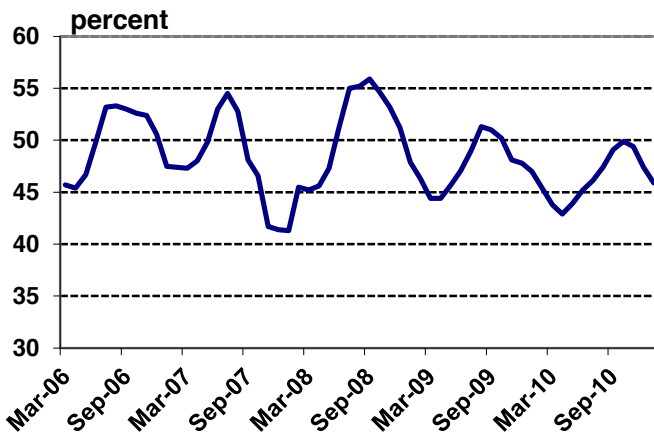
The latest figures indicate an employment rate of 45.9 per cent for the First Nations off-reserve population. This is based on a total working-age population of 34,300. Since January 2006, the employment rate has varied from a low of 41.3 per cent in January 2008 to a high of 55.9 per cent in September 2008.

The employment rate for the Metis community is considerably higher than for the First Nations population. In January 2011, 64.3 per cent of all Metis 15 years and older were employed. Twelve months earlier, it was slightly more than two percentage points higher at 66.5 per cent. It is not as variable as the First Nations employment rate but has moved from a low of 62.7 per cent in April 2010 to a high of 71.7 per cent in August of 2009.

Of individuals who don't identify with the Aboriginal population, 66 per cent of the total working age population was employed January 2011. This is relatively unchanged from twelve months earlier when it was 65.3 per cent. It should be noted however that this population included 853,500 persons compared to 34,300 First Nations individuals and 58,200 Metis in January 2011.

Consequently, the employment rate for the non-Aboriginal population is relatively more stable and less volatile. As can be seen in Chart 3.2 the employment rate of First Nations was less than that of the Metis or non-Aboriginal population and much more volatile.

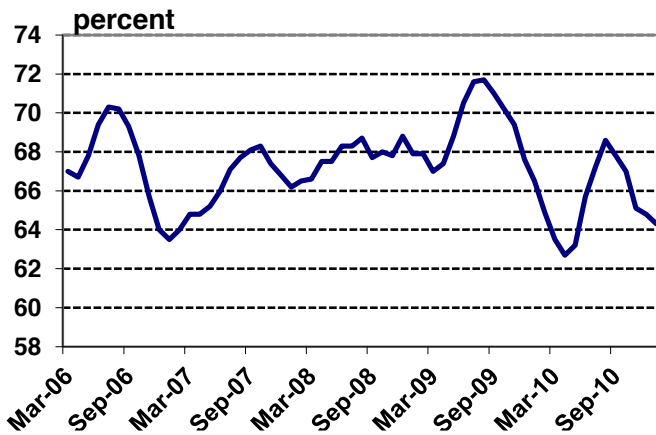
**Chart 3.10: Monthly Employment Rate for First Nations: March 2006 to January 2011**



*Note: In the context of the Statistics Canada Labour Force Survey (LFS), Aboriginal Identity refers to persons living off-reserve who reported identifying with at least one Aboriginal group, for example, North American Indian, Metis or Inuit. This is based on the individual's own perception of his/her Aboriginal identity, similar to the concept used in the Census. The LFS does not ask whether an individual is Treaty Indian or a Registered Indian, as defined by the Indian Act of Canada. For this chapter:*

1. *First Nations*: includes all persons who identified as North American Indian.
2. *Metis*: includes all persons who identified as Metis

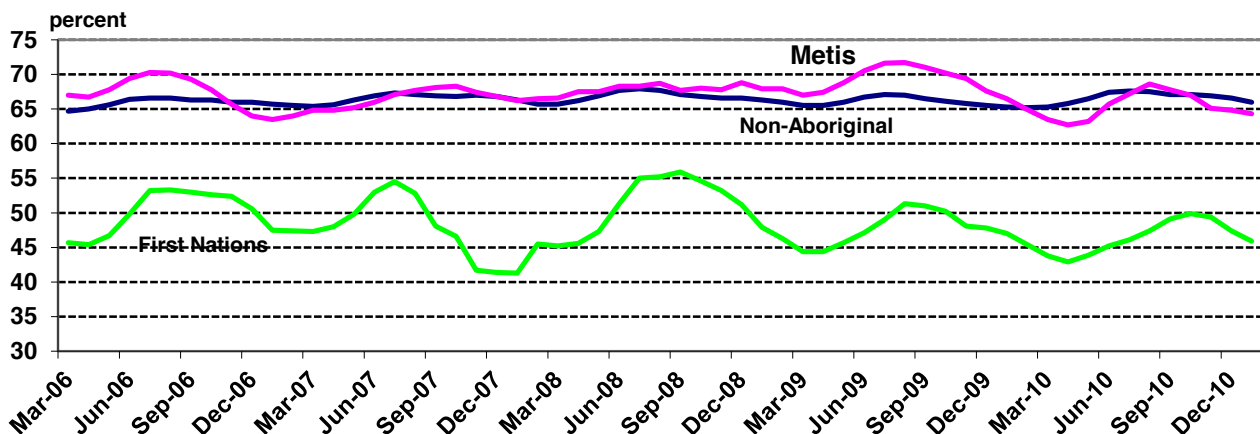
**Chart 3.11: Monthly Employment Rate for Metis: March 2006 to January 2011**



It should also be noted that the LFS only identifies Aboriginal respondents living off-reserve. The LFS target population covered by the survey corresponds to all persons aged 15 years and over residing in the provinces of Canada, with the exception of the following: persons living on Indian reserves, full-time members of the regular Armed Forces, and persons

living in institutions (for example, inmates of penal institutions and patients in hospitals or nursing homes who have resided in the institution for more than six months).

**Chart 3.12: Monthly Employment Rates for First Nations, Metis and Non-Aboriginal: March 2006 to January 2011**



# CHAPTER FOUR: EDUCATION, LITERACY AND SKILLS TRAINING

## 4.0 INTRODUCTION

Education increases opportunities for personal development and helps people achieve their goals. Improving educational attainment among Aboriginal people would increase their ability to participate in the labour force and improve personal well-being. When people succeed, the communities they live in succeed, too.

## 4.1 EDUCATIONAL ATTAINMENT

High school graduation is sometimes considered the minimum standard for an adequate education and, in many cases, a minimum requirement for meaningful employment, further training or higher education. While the level of educational attainment for Aboriginal people in Manitoba continues to improve, it still lags behind that of the general population.

Table 4.1 provides an overview of educational attainment levels for Aboriginal and non-Aboriginal people in Manitoba, based on the 2006 Census.

Table 4.1 - Manitoba Highest Certificate, Diploma or Degree 2006 Census - 20 per cent Sample Data

Line No.	Population 15 Years and Over	Manitoba Population			
	Manitoba	Aboriginal	%	Non-Aboriginal	%
1	Total - Highest certificate, diploma or degree [4]	117,205	100.0%	791,245	100.0%
2	No certificate, diploma or degree	59,045	50.4%	208,695	26.4%
3	Certificate, diploma or degree	58,155	49.6%	582,550	73.6%
4	High school certificate or equivalent [5]	24,285	20.7%	217,915	27.5%
5	Apprenticeship or trades certificate or diploma	10,445	8.9%	78,115	9.9%
6	College, CEGEP or other non-university certificate or diploma [6]	13,615	11.6%	123,120	15.6%
7	University certificate, diploma or degree	9,815	8.4%	163,395	20.7%
8	University certificate or diploma below bachelor level	3,235	2.8%	33,505	4.2%
9	University certificate or degree	6,580	5.6%	129,885	16.4%
10	Bachelor degree	4,770	4.1%	86,385	10.9%
11	University certificate or diploma above bachelor level	1,065	0.9%	16,105	2.0%
12	Degree in medicine, dentistry, veterinary medicine or optometry	85	0.1%	4,165	0.5%
13	Master's degree	555	0.5%	18,120	2.3%
14	Earned doctorate	100	0.1%	5,120	0.6%

Source: Statistics Canada, 2006 Census of Population, Statistics Canada catalogue no. 97-560-XCB2006036

Table 4.1 shows significant gaps between the educational achievement levels of Aboriginal and non-Aboriginal people in Manitoba. Among Aboriginal people 15 years and older, only 49.6 per cent (58,155) reported having a certificate, diploma or degree, compared to 73.6 per cent (582,550) of the non-Aboriginal population in the same age group.

In terms of post-secondary education, 11.6 per cent of the Aboriginal population 15 and older reported attaining a college or non-university certificate or diploma and 8.4 per cent reported attaining a university degree, diploma or certificate. Among the non-Aboriginal population, the attainment rates were 15.6 per cent for college certificates or diplomas and 20.7 per cent for university degrees, diplomas or certificates. The gap is greater for university than for college level attainment.

There are also marked differences in educational attainment levels between Metis and North American Indian identity groups, as well as between men and women for all groups.

In Table 4.2, below, educational attainment is examined by identity and gender breakdowns. Almost 65 per cent of male and 57.6 per cent of female North American Indians aged 15 and over have earned no educational accreditation of any kind. By comparison, 40.1 per cent of Metis males and 35 per cent of Metis females reported no accreditation. Non-Aboriginal people with no accreditation comprised 27.5 per cent of males and 25.3 per cent of females

Regardless of the identity group, females reported higher rates of education completion. A key exception to this is the area of trades and apprenticeship, where males are represented in higher numbers than females for all identity groups.

Accreditations of Metis males with more than a high school certificate were concentrated in two categories: apprenticeship and trades, and college diploma or certificate. Metis female accreditations were mostly college and university certificates, diplomas or degrees.

Among non-Aboriginal people, 21.5 per cent of women and 19.8 per cent of men with credentials have university educations. Apart from the apprenticeship/trades classification, North American Indian females generally have higher education levels than North American males at both of the technical college (10.7 per cent compared to 6.4 per cent for males) and university levels (9.3 per cent compared to 5.4 per cent for males).

The smallest education attainment gap between males and females exists in the non-Aboriginal population, with 74.7 per cent of females, compared to 72.5 of males, reporting they have earned a certificate, diploma or degree. The difference is widest for the North American Indian population. The gender gap for Metis people falls between the two.

Table 4.2 Percentage of Highest, Certificate, Diploma or Degree, Manitoba, by Identity, Ages 15 Years and Over, 2005

	North American Indian		Metis		Non- Aboriginal	
	Male	Female	Male	Female	Male	Female
No certificate, diploma or degree	64.9	57.6	40.1	35	27.5	25.3
Certificate, diploma or degree	35.1	42.4	59.9	65	72.5	74.7
Apprenticeship or trades certificate or diploma	8.7	5.2	13.1	9.7	12.6	7.3
College, CEGEP , other						
non-university certificate/diploma	6.4	10.7	12.4	17.6	13.6	17.4
University certificate, diploma or degree	5.4	9.3	7.9	10.9	19.8	21.5
University certificate or diploma						
below bachelor level	2.5	3.5	2.1	2.8	3.7	4.7
University certificate or degree	3	5.7	5.8	8.1	16	16.8
Bachelor degree	2.1	4.3	4.1	6.1	10	11.8
University certificate or diploma						
above bachelor level	0.6	1.0	0.7	1.3	1.9	2.2

Statistics Canada, 2008, 2006 Census, Special Tabulations, Education.

## 4.2 ADULT LITERACY AND HIGH SCHOOL EDUCATION

A contemporary understanding of it goes beyond defining literacy as the ability to read. Literacy is more broadly defined as a set of skills that enable people to use printed and written language in many contexts. Literacy is considered essential in lifelong learning and in achieving social and economic goals.

The 2003 International Adult Literacy and Skills Survey (IALSS), assessed the literacy skills of individuals 16 years of age and older across four domains (prose, document, numeracy and problem-solving). Canada was one of seven countries participating in this survey. In the Canadian survey, urban Aboriginal people in Manitoba were oversampled so that an estimate of their literacy could be made. The survey was only made available in English or French and not in Aboriginal languages. It also did not define literacy from an Aboriginal perspective. Nearly one-third (32 per cent) of off-reserve First Nations respondents in Manitoba indicated that an Aboriginal language was their mother tongue.

It is informative to examine the results of IALSS for urban Aboriginal respondents compared to non-Aboriginal respondents. In the assessment of prose literacy, approximately 60 per cent of Aboriginal respondents in urban Manitoba scored below Level 3, compared to 44 per cent of non-Aboriginal respondents. Level 3 is considered to be the level required for full participation in a knowledge-intensive society and economy. The proportions of First Nations and Metis respondents in urban Manitoba scoring below Level 3 were 72 per cent and 54 per cent, respectively.

The survey found an important relationship between literacy levels and educational attainment. Individuals with higher levels of education tended to have higher levels of literacy. For instance, urban Metis and non-Aboriginal respondents with similar levels of education had similar levels of literacy.

In 2008/09, 39 organizations provided adult literacy programs in Manitoba. These programs served approximately 2,600 learners, of whom 33 per cent identified themselves as Aboriginal.

Adult secondary (high school) education programs are often called second chance programs. They provide an important opportunity to obtain high school credits, including the option of completing a high school diploma, needed to continue their education or gain employment.

Adult Learning Centres (ALC), which are unique to Manitoba, provide tuition-free access to secondary education for adults. In 2008/09, there were 46 registered ALCs located across the province. In 2008/09, there were more than 8,000 people attending ALCs with 42 per cent identifying as Aboriginal. As well, 35 per cent of graduates earning a diploma in 2008/09 indicated they were Aboriginal.

### **4.3 POST-SECONDARY EDUCATION**

As enrolment of Aboriginal learners in higher education continues to rise, rates and levels of educational attainment are also expected to rise. From 2004 to 2008, for example, Aboriginal enrolment in Manitoba's universities increased by 18 per cent while enrolment in public colleges increased by eight per cent. There was virtually no growth in non-Aboriginal university enrolment over the same period, resulting in an increased proportion of Aboriginal university students among all students. During the same period, the increase in numbers of Aboriginal college students was slightly less than that for non-Aboriginals, leaving ratios largely unchanged.

One of the significant features of Aboriginal post-secondary participation is the relatively high proportion of students who attend college rather than university. As Table 4.3 indicates, about one-half of Aboriginal students and one-third of non-Aboriginal students who attend public post-secondary institutions choose college.



**Table 4.3 Enrolment in Public Post-Secondary Institutions, Manitoba, 2007/08**

	Aboriginal	Non-Aboriginal	Total
University	2,657	30,559	33,316
College	2,352	13,329	15,681
University and College Combined	5,009	43,888	48,997

*Source: Manitoba Council on Post Secondary Education*

There is also a trend toward Aboriginal students being older than average. A survey of recent graduates found that fewer than 30 per cent of Aboriginal university graduates were in the 20 to 24 year age range, while more than half of non-Aboriginal graduates were in this age group. The opposite trend was true of the higher age categories, with recent Aboriginal university graduates being much more likely than non-Aboriginal graduates to be over 35 years of age.

This trend was also found among recent college graduates, though the age differences between Aboriginal and non-Aboriginal graduates were less marked. The same survey found that recent Aboriginal graduates were much more likely than non-Aboriginal graduates to be married.

There is also a notable difference in the gender composition of Aboriginal graduates compared to non-Aboriginal graduates, particularly with respect to college. In 2006, 14 per cent of Aboriginal females 15 years and older held a college credential, compared to nine per cent of Aboriginal males. Meanwhile, 10 per cent of Aboriginal females had completed university, compared to six per cent of Aboriginal males. Though the trends are similar for non-Aboriginal populations, the gender gap is smaller.

**4.4 LABOUR MARKET TRAINING**

Labour market training services, are available to ensure eligible individuals have the skills and resources necessary to manage their careers and enhance their full participation in learning and work. They include:

- employment/career assessment
- counselling and planning services
- financial supports for educational upgrading
- skills development
- wage subsidies

These individualized services are available at the seventeen provincial employment centres located across the province.

In 2009/10, 8,128 self-declared Aboriginal individuals received help with finding, preparing for and retaining employment. This included support for skills development and training activities. They represented 19.6 per cent of all clients served in 2009/10.

## **Apprenticeship**

Apprenticeship Manitoba administers apprenticeship training and certification in more than 50 designated trades. Apprenticeships are partnerships between journeypersons and apprentices, employers and employees and also between government and industry. An apprentice is a person who has entered into a legal agreement to work for an employer for a specified period that incorporates on-the-job (practical) and in-school (technical) training. Apprenticeship Manitoba registers and monitors apprenticeship agreements and purchases technical training for apprentices. The training is provided through Manitoba's public colleges and follows the standards developed and maintained by Apprenticeship Manitoba and approved by the Manitoba Apprenticeship and Certification Board.

In fiscal year 2009/10, there were 1,130 active apprentices of Aboriginal ancestry registered in Manitoba. Aboriginal apprentices comprise approximately 15 per cent of the total number of apprentices in Manitoba. In the Northern Region, 50 per cent of apprentices, 279, were Aboriginal. In fiscal year 2009/10, six per cent of all high school apprenticeship program apprentices were of Aboriginal ancestry, for a total of 35 apprentices. In fiscal year 2009/10, 16 per cent of all Certificates of Qualification were issued to self-declared Aboriginal apprentices.

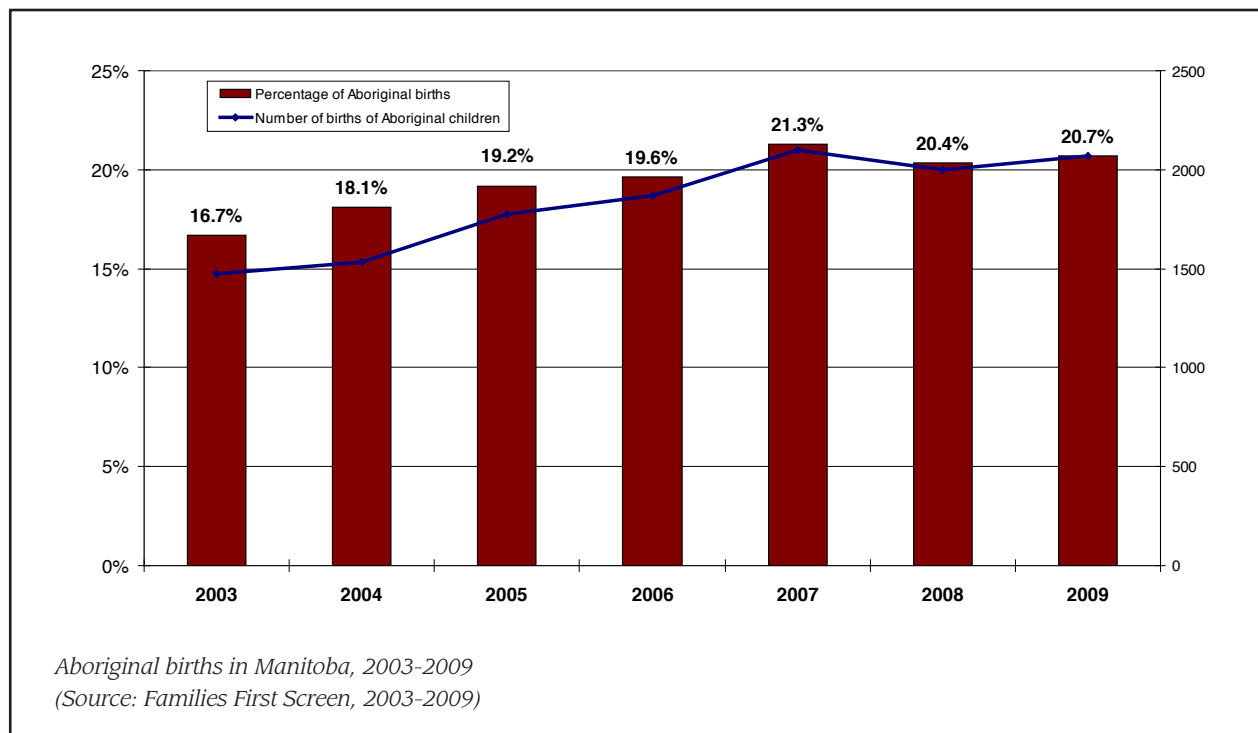
Community-delivered training provides northern and rural Aboriginal apprentices the opportunity to complete the technical training component of their apprenticeship in or near their home communities. The training is delivered by an on-site instructor in partnership with one of Manitoba's public colleges. The community is responsible for providing practical experience. As of March 31, 2010, 354 apprentices from 15 Aboriginal communities had participated in community-delivered training with 42 sections of training delivered. Community-delivered training has been offered primarily in the trade of carpenter, but also in the trades of industrial mechanic, power electrician, cook and plumber.

# CHAPTER FIVE: CHILDREN

## 5.1 BEING BORN IN MANITOBA

In Manitoba, both the number of Aboriginal children being born and the percentage of children identified as Aboriginal are increasing.

Chart 5.1



Not only are there more Aboriginal children in Manitoba, but the ratio of Aboriginal to non-Aboriginal children is also increasing. According to the 2006 census, 19 per cent of children living off-reserve in Manitoba were Aboriginal.

Aboriginal children are also growing up in larger families with young parents. The 2006 census found that across the country, 28 per cent of Inuit children, 17 per cent of First Nations children living off-reserve and 11 per cent of Metis children were living in families with four or more children. In comparison, only eight per cent of non-Aboriginal children in Canada were living in families with four or more children.

Aboriginal children were also more likely to be raised by younger parents than non-Aboriginal children. Among children under six years old, 26 per cent of Inuit children, 27 per cent of First Nations children living off-reserve and 22 per cent of Metis children had mothers between the ages of 15 and 24, compared to eight per cent of non-Aboriginal children.

Family size and the age of parents have the potential to affect families' incomes, employment prospects and the risk of children living in poverty.

## 5.2 RISK FACTORS

The road to a healthy, productive life starts long before we are even born. Communities, families and the physical and social environment are critical factors that begin shaping who we are from a very early age—even while we are still in the womb. Epigenetic research suggests that a child's development is affected not only by the parental DNA and the environment that the child is raised in, but also by the lifestyle and environmental conditions that exist well before the child is born. Not only are conditions in the womb important, but even what our grandparents and their grandparents did and ate well back in our ancestry. It's interesting to observe that scientific facts support long held wisdom that our ancestral communities and cultures have a large impact on who we are today.

Research shows that a variety of factors such as low socioeconomic status, the age of the mother, inadequate family support and functioning, stress, poor maternal nutrition, family mental illness and alcohol, tobacco or other substance use can affect the development of a child. For example, alcohol consumption during pregnancy has been strongly linked to neurological impairments. Known as fetal alcohol spectrum disorder (FASD), it can be accompanied by delayed growth and intellectual and behavioural disability.

While individual risk factors may show limited effects on the academic performance and behaviour of children, the presence of multiple risk factors is associated with poorer performance and more behavioural problems.

If we look at children who live in a vulnerable environment and who are identified as Aboriginal, we see that many of them (including children with three or more risk factors) are persistently higher than in non-Aboriginal populations.

### **THE FAMILIES FIRST SCREEN (FFS)**

Healthy Child Manitoba and regional health authorities screen families with newborns for health risks. Public Health Nurses collect information on 38 risk factors, including congenital anomalies, birth weight, multiple births, alcohol use and smoking during pregnancy, mother's age, education, marital status, mental health and family social isolation. FFS purposes are population risk monitoring, public health interventions and policy development. About 83 per cent of all Manitoba families with newborns receive an FFS visit.

**Table 5.1 Selected risk factors for new births in Manitoba, 2003-2009**

Risk Factor	North American Indian rate (%)	Metis rate (%)	Non-Aboriginal rate (%)	Total rate (%)
Mother has less than a high school education	61.0	42.9	14.0	20.9
Financial difficulties	64.9	43.0	7.5	17.2
Mother was a teen at first birth 1	29.8	19.4	3.0	7.5
Lone parent	41.3	29.3	5.6	12.5
Maternal depression	20.8	21.5	11.4	13.4
Social isolation	9.0	6.5	5.0	5.2
Mother smoking during pregnancy	57.4	47.7	11.5	20.3
Alcohol use by mother during pregnancy	33.1	23.5	10.2	13.5
Relationship distress	17.9	14.7	3.3	5.8
High birth weight	19.6	17.2	13.4	14.4
Mother has history of child abuse	24.7	17.7	3.8	7.1
Existing file with child protection	21.2	15.0	1.5	5.1
Three or more risk factors	72.2	55.6	14.8	24.9

*(Source: Families First Screen data, Healthy Child Manitoba 2003-2009. Total counts: Non-Aboriginal: 52957 First Nations: 5,508 Metis: 2,788)*

In general, risk factors for Manitoba Aboriginal children who are born into vulnerable environments remain persistently higher than they are in the general population.

When looking only at Aboriginal children over time, a number of risk factors show improvements, including:

- financial difficulties (64.3 per cent in 2003 to 58.8 per cent in 2009)
- mothers with less than a high school education (62.8 per cent in 2003 to 54.1 per cent in 2009)
- maternal smoking during pregnancy (56.5 per cent in 2003 to 53.7 per cent in 2009)
- lone parent (42.7 per cent in 2003 to 37.3 per cent in 2009)
- relationship distress (17.0 per cent in 2003 to 14.9 per cent in 2009)

Analysis shows that improvements to or reductions in risk factors tend to occur at a slower rate among Aboriginal children than among non-Aboriginal children. Unfortunately, risk factors that are increasing tend to increase at a faster rate for the Aboriginal population than for the non-Aboriginal population.

It is important to note that parenting styles can influence results significantly. Positive parenting has a clear and beneficial impact on a child's well-being.

### 5.3 STARTING SCHOOL IN MANITOBA

Readiness for school is considered an important indicator of the development of a child. The Early Development Instrument (EDI) measures how ready groups of children are as they enter grade school and can help to identify a community's needs.

EDI measures a group of children's readiness for school in five domains:

- physical health and well-being
- social competence
- emotional maturity
- language and thinking skills
- communication and general knowledge

The results are scored as not ready, mid-range and very ready to learn. Research tells us that children who begin school ready to learn in the five domains will have success in learning throughout their lives.

Research tells us 45.5 per cent of kindergarten aged Manitoba Aboriginal children are not ready for school compared to only 28.6 per cent of the cohort as a whole. In the same age group, only 46.3 per cent of Aboriginal children are considered very ready for school compared to 62.4 per cent for all Manitoba children in that age group.

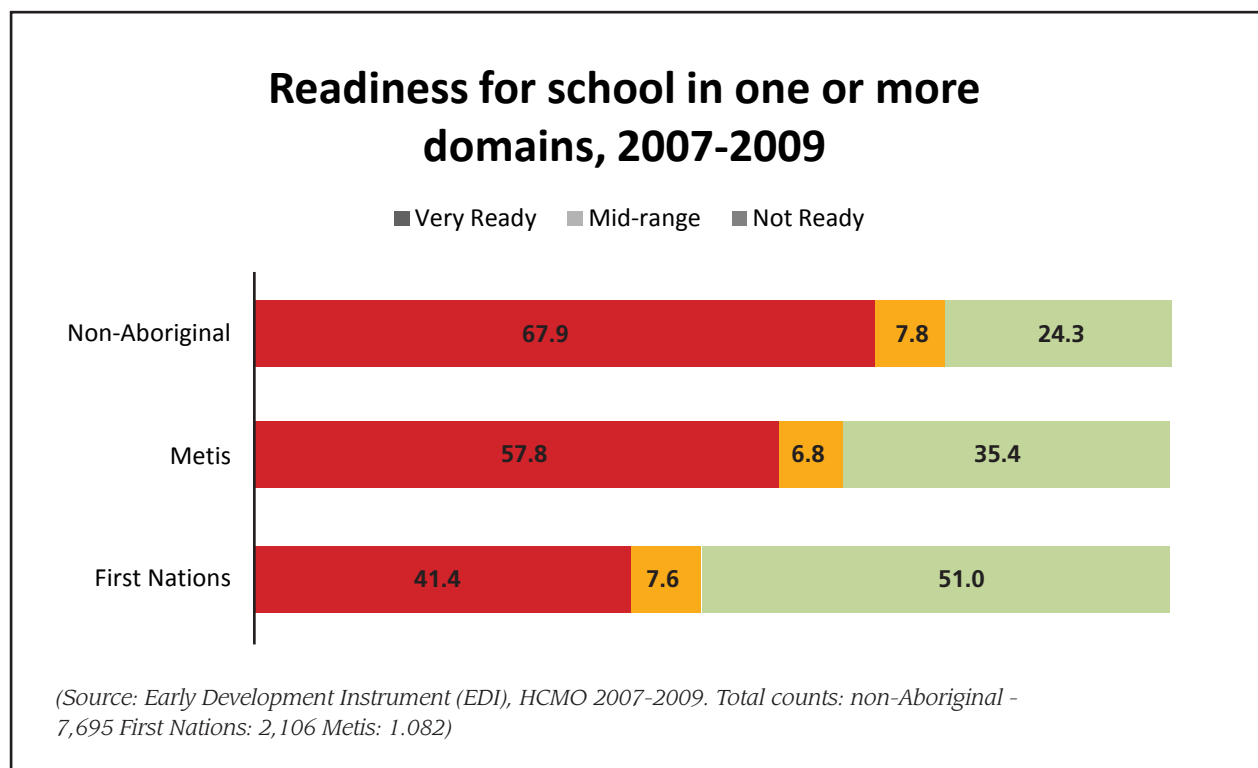
#### **THE EARLY DEVELOPMENT INSTRUMENT (EDI)**

First implemented in Manitoba in 2003, EDI is a population-based, community-level measure of early childhood development (ECD) and school readiness. Kindergarten teachers from Manitoba's School Divisions complete the EDI for each kindergarten-aged child.

The EDI is used to:

- measure progress in ECD
- understand progress and identify priorities in ECD
- influence communities
- influence public policy
- evaluate population-level effects of ECD investments

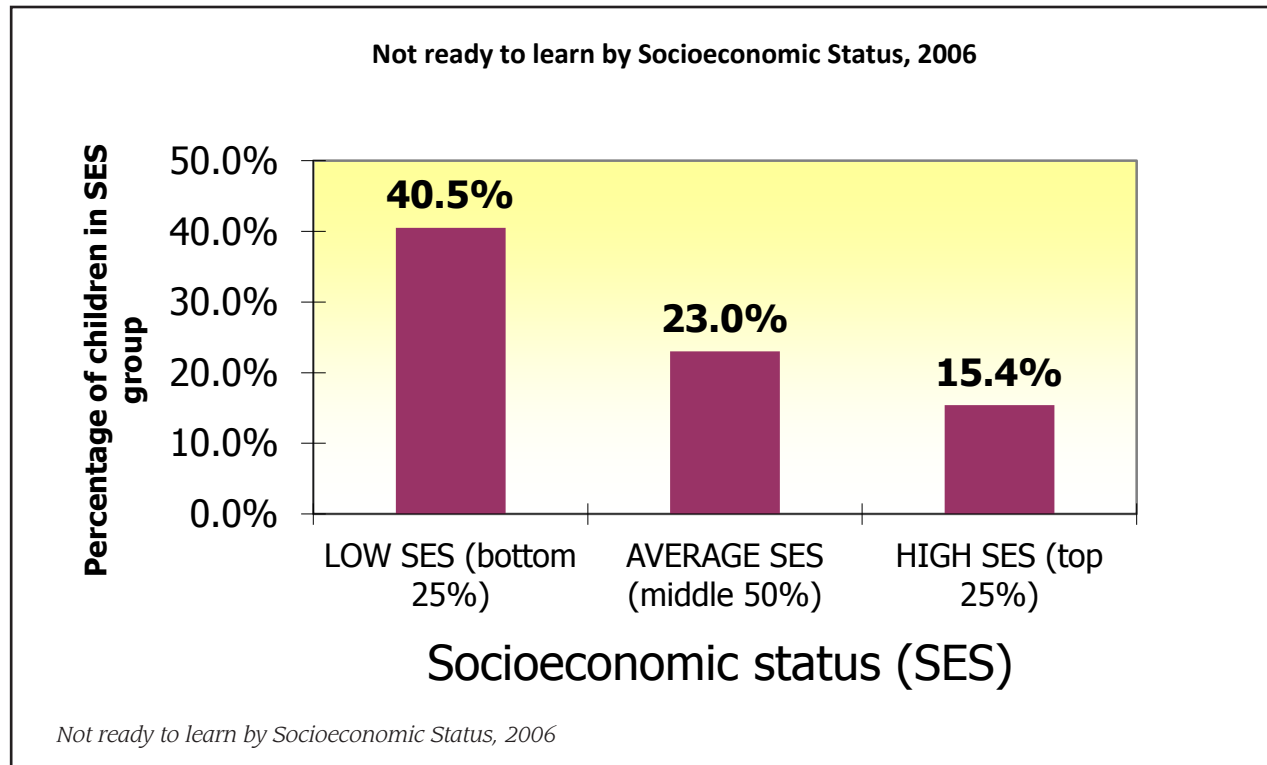
Chart 5.2



Many factors influence a child’s readiness for school. These factors vary from child to child and from community to community.

Analysis shows that being Aboriginal is not significantly associated with poor school readiness when we consider other factors such as low socio-economic status (SES). Children in low SES groups and Aboriginal children face many of the same risk factors for poor school readiness, including parenting practices, not participating in organized physical activities and the presence of hyperactive characteristics.

Chart 5.3



In summary:

- there are increasing numbers of Aboriginal children both numerically and as a percentage of the total population
- risk factors for Aboriginal children who are born into vulnerable environments occur at higher rates than they do in the general Manitoba population
- the risk factors are slightly different than the general Manitoba population group
- a number of risk factors for the Aboriginal population show modest improvement
- Aboriginal children born into vulnerable environments are less likely to be ready to learn than the general population
- socioeconomic status rather than Aboriginal identification is more closely associated with readiness to learn
- positive parenting and community support can improve results

## 5.4 CHILDREN IN CARE OF CHILD AND FAMILY SERVICE AGENCIES

On March 31, 2011, there were 9,432 Manitoba children in the care of Child and Family Services (CFS), compared with 5,440 on March 31, 2001. The rate of children in care in Manitoba has increased from 1.9 per cent on March 31, 2001 to 3.4 per cent on March 31, 2011. This is not a trend experienced only in Manitoba. It is a result of many variables, such as family and community breakdown, fewer community and other supports



for families, as well as changes in policy. Variables such as family stress due to poverty, lack of education and job opportunities also play a role. Other important variables are community expectations and improved awareness of child safety issues.

In recent years, the focus of child welfare has turned to the enhancement of early intervention services for families. Prevention focused services are meant to help families before serious problems develop; situations that often result in children coming into care.

Aboriginal children are overrepresented among children cared for by CFS and the percentage of them in care has been steadily rising. On March 31, 2002, 81 per cent of children in care were Aboriginal; On March 31, 2011, Aboriginal children represented 85 per cent of the children in care. Of 9,432 children in care on March 31, 2011, 6,301 children were status Indian (66.8 per cent), 877 were Metis (9.3 per cent), 32 were Inuit (0.3 per cent) and 837 were non-status (8.9 per cent). Aboriginal children, representing about 25 per cent of the child population in Manitoba, comprised 85 per cent of the children in care population.

Table 5.2 shows that the increase in the total number of children in care is primarily the result of an increase in the number of Aboriginal children in care. While the number of Aboriginal children in care increased by 80.9 per cent between 2002 and 2011, the number of non-Aboriginal children only increased by 32.4 per cent.

**Table 5.2 Children in Care of Child and Family Services by Aboriginal Status As at March 31<sup>st</sup>**

	Total Children in Care	Non-Aboriginal	Aboriginal
2002	5,495	1,046	4,449
2003	5,533	1,067	4,466
2004	5,782	979	4,803
2005	6,118	1,002	5,116
2006	6,629	1,002	5,627
2007	7,241	1,056	6,185
2008	7,837	1,112	6,725
2009	8,629	1,210	7,419
2010	9,120	1,205	7,915
2011	9,432	1,385	8,047
Per cent change from 2002 to 2011	▲ 71.6%	▲ 32.4%	▲ 80.9%

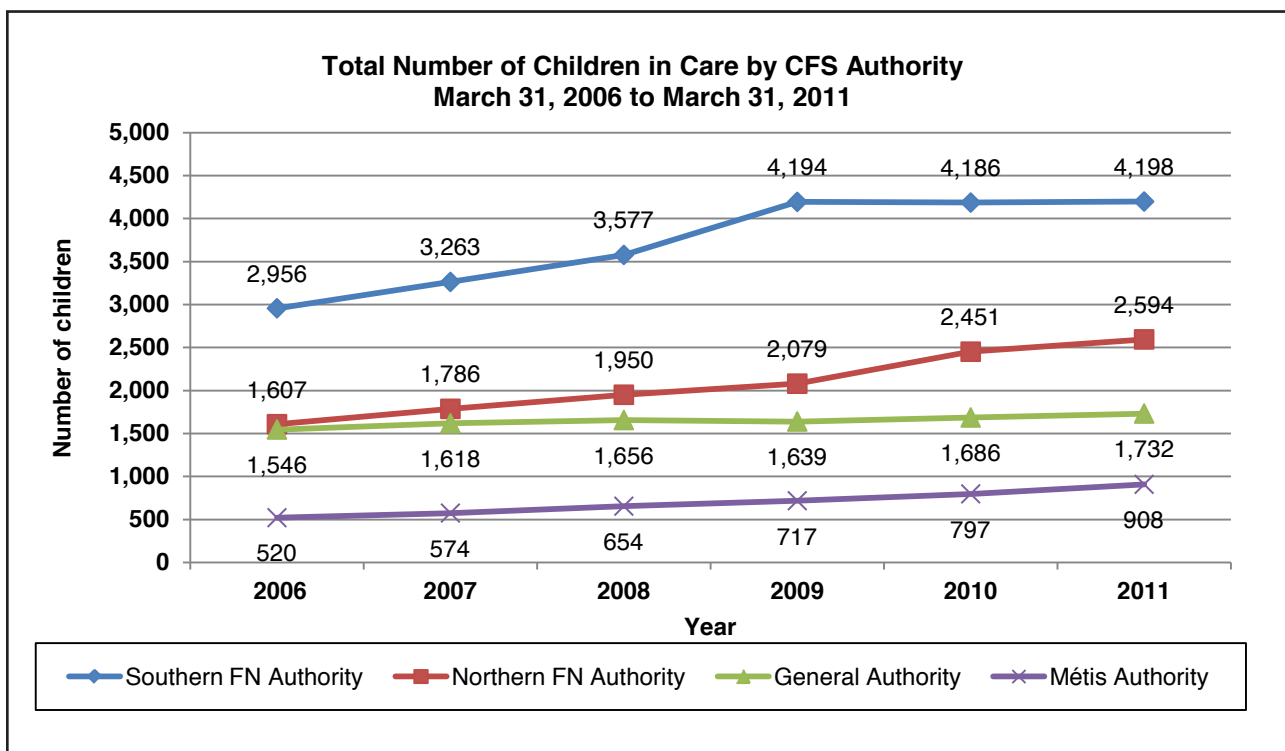
Source: Family Services and Labour Annual Report

Manitoba's child welfare system has undergone significant systemic change, as recommended by the Aboriginal Justice Inquiry Implementation Commission. A fundamental element of the initiative involved the province entering into an agreement with the Assembly of Manitoba Chiefs and the Manitoba Metis Federation to develop a plan that would result in First Nations and Metis communities developing and delivering child welfare services.

The result of this process was the creation of four Child and Family Services Authorities—the First Nations of Northern Manitoba Authority, the First Nations of Southern Manitoba Authority, the Metis Authority and the General Authority. With the proclamation of the Child and Family Services Authorities Act in November 2003, the authorities, in partnership with the province, began taking on their mandated responsibilities. The process of transferring cases, as well as human and financial resources, began in 2005. First Nations agencies received mandates to provide services to members of their communities living off-reserve.

With the establishment of the authorities and the enhanced mandate for First Nations agencies to provide service both on and off-reserve, a protocol was developed under which families are offered the choice of service from any one of the four authorities. The right to choose authority of service is offered to every family regardless of culture or geographic location within the province.

Chart 5.4



In 2011, 79.2 per cent of Metis children received services from the Metis Authority and 95.6 per cent of treaty-status children received services from the First Nations North or First Nations South Authorities. Table 5.3 shows the number of children in the care of each of the four authorities.

**Table 5.3 Children in Care by Aboriginal Status and Service Providing Authority As at March 31, 2011**

	Inuit	Metis	Non-Status	Treaty-Status	Total Aboriginal	Not Aboriginal	Total
First Nations North Authority	0	2	315	2,277	2,594	0	2,594
First Nations South Authority	0	26	376	3,748	4,150	48	4,198
General Authority	8	154	92	232	486	1,246	1,732
Metis Authority	24	695	54	44	817	91	908
Total	32	877	837	6,301	8,047	1,385	9,432

*Source: Family Services and Labour Annual Report*

External reviews of Manitoba’s child and family services system in 2006 have led to substantive changes in the way child and family services are delivered. In response to the reviews, the government announced a package of new strategic initiatives called Changes for Children, and committed an initial allocation of over \$42 million to begin putting the recommendations into action. An additional \$6.1 million was committed to strengthening Manitoba’s foster care system.

An implementation team was established to oversee the planning for addressing the recommendations from the reviews, as well as the recommendations from two additional reviews of the child and family services system released in the fall of 2006 by the Office of the Auditor General and the Office of the Children’s Advocate. In August 2007, a child and family services standing committee assumed responsibility for implementing the 295 recommendations to improve the child and family services system. By January 2012, CFS had completed work on 223 of the 295 recommendations and was working on the remaining 72.

# CHAPTER SIX: HEALTH

## 6.1 INTRODUCTION

The purpose of this chapter is to provide an overview of the health of First Nations, Métis and Inuit people in Manitoba, using data on selected population-based indicators of health status. As much as possible, available Manitoba-specific data is used, and comparisons are made between specific Aboriginal populations and the general population of Manitoba. National data is used in areas where Manitoba-specific data is not available.

The data is organized into three sections:

- **General Indicators of Health** – three commonly-used indicators for measuring the general health of a population
- **Healthy Living and Risk Factors** – data on selected behaviours and risk factors that have an effect on a person's health
- **Mortality and Morbidity** – data providing detail on the prevalence and causes of death and serious illness

## 6.2 DATA SOURCES AND LIMITATIONS

Five main sources of data are used in this chapter. Four of them provide data on First Nations people, and one on Métis:

- **Canadian Community Health Survey Cycle 3.1 (2005)**

The Canadian Community Health Survey (CCHS) is an annual cross-sectional survey of health status, health care use and health determinants among Canadians age 12 and older. It was developed through a partnership of the Canadian Institute for Health Information, Statistics Canada and Health Canada.

Its sample size is designed to provide reliable estimates at the health region level. People living off-reserve, who declare they are Aboriginal, are included in the sampling frame. Excluded from the sampling frame are individuals living on Indian reserves and on Crown lands, institutional residents, full-time members of the Canadian Forces, and residents of certain remote regions. Its coverage is in the range of 98 per cent in the provinces. It is about 90 per cent in the Yukon, 97 per cent in the Northwest Territories and 71 per cent in Nunavut. In Nunavut, the CCHS collects information in the ten largest communities.

In this chapter, this survey is referred to as the CCHS.

- **Manitoba First Nations Regional Longitudinal Health Survey (RHS) Report (2002/03)**

This 2006 report, published by the Assembly of Manitoba Chiefs and the Manitoba First Nations Centre for Aboriginal Health Research, presents findings from a survey of the on-reserve First Nations population in Manitoba. The survey provides cross-sectional estimates of health determinants, health status and health system utilization for children, youth and adults. More than 5,600 individuals from 26 First Nations communities in Manitoba participated in the survey.

In this chapter, this survey is referred to as the RHS.

- **The Health and Health Care Use of Registered First Nations People Living in Manitoba: A Population-Based Study**

This 2002 report was published by the Manitoba Centre for Health Policy (MCHP), a research unit within the Department of Community Health Services at the University of Manitoba Faculty of Medicine. Like the RHS, the MCHP report presents findings on a broad range of health care issues for First Nations Manitobans. Unlike the RHS, the MCHP study is not a survey; it is a review of Manitoba Health data that includes comparisons between First Nations people (limited to people who identify themselves as First Nations people) and all other Manitobans.

In this chapter, the study is referred to as the MCHPS.

- **Manitoba Health – Health Information Management Data**

Some of the statistics presented in this chapter are derived directly from data maintained and collected by Manitoba Health. For example, hospital use and injury rates were derived from the hospital discharge abstract database. In this database, admission/separation abstracts are completed and submitted for each patient by all Manitoba hospitals and by hospitals outside of Manitoba providing services to insured residents of Manitoba.

Data held by Manitoba Health is population-based and contains information on First Nations status for people who self-declare at the time of registration. By using this indicator, several rates can be calculated and stratified by First Nations status. However, it is important to recognize that the rates presented are likely an underestimation of the true number of First Nations people. Additionally, Manitoba Health does not maintain information on Metis or Inuit ethnicity and thus, these populations are not represented.

Death data is held by Manitoba Health in the Manitoba Vital Statistics deaths database, which contains death record information received from the Manitoba Vital

Statistics agency. Although the Manitoba Vital Statistics dataset includes information on all people who have died in Manitoba, it does not contain information on the ethnicity of the deceased. Therefore, geographic location is used as a proxy First Nations identifier and deceased individuals with postal codes associated with a First Nation are included as First Nations people.

Use of Manitoba Health data in this chapter is referenced with footnotes.

- **Profile of Metis Health Status and Healthcare Utilization in Manitoba: A Population-Based Study**

This 2010 study was conducted through a partnership of the MCHP and the Manitoba Metis Federation Health & Wellness Department. It is a comprehensive study of Metis health in Manitoba, using data from Manitoba Health to compare Metis health status and health care use to that of all other (non-Metis) Manitobans.

In this chapter, the study is referred to as the **MCHP-MMFS**.

No Manitoba-specific data for Inuit was available for this report, but wherever possible, nation-wide data is used.

Data that appears in this chapter from other sources is referenced with footnotes.

**A CAUTION TO THE READER IN INTERPRETING DATA IN THIS CHAPTER**

This report makes use of a variety of data sources. The sources provide comparisons of unique and specific Aboriginal, non-Aboriginal and “mixed” populations. For example, the MCHP-MMFS compares the Metis population to all other Manitobans, including other non-Metis Aboriginal populations; CCHS provides comparisons of the off-reserve Aboriginal population (inclusive of First Nations, Metis and Inuit people) to all Manitobans.

Because the populations used are unique and specific to each data source, direct comparisons cannot be made between data from different sources.

### 6.3 GENERAL INDICATORS OF HEALTH

This section presents data from three health indicators commonly used as a starting point for assessing the health of a population:

- Life Expectancy is the average number of years an individual within a given population is expected to live.
- Premature Mortality Rate (PMR) is the number of individuals per 1,000 that die before age 75, in effect, before a normal life expectancy has passed.
- Potential Years of Life Lost (PYLL) is an indicator of premature mortality that gives greater weight to deaths that occur at younger ages. PYLL is the number of years of life lost when a person dies prematurely (before age 75) from any cause. For example, a person who dies at age 25 loses 50 years of life.<sup>2</sup> In this report, PYLL is expressed as a total number of years lost per 1,000 population.

#### Life Expectancy

In Manitoba, the life expectancy of registered Indians<sup>3</sup> in 2006 compared to all Manitobans was 7.7 years shorter for males and 5.6 years shorter for females (Table 6.1).<sup>4</sup> The life expectancy of Metis was shorter than all Manitobans as well, by 7.3 years for males and 3.5 years for females.

Table 6.1 Life Expectancy (in years) at Birth by Aboriginal Group and Sex, Manitoba

		2001	2006
Registered Indian	Male	68.4	69.1
	Female	75.5	76
Metis	Male	70	70.7
	Female	77.3	78.1
Other Aboriginal	Male	68.4	69.5
	Female	75.5	76
Manitoba	Male	75.5	76.8
	Female	81	81.6

The MCHP-MMFS (pg. 74) indicates that the life expectancy of Metis during 2002-06 was slightly lower compared to all other Manitobans both for females (81.0 vs. 81.8 years) and for males (75.0 vs. 76.8 years).

<sup>2</sup> <http://www.statcan.gc.ca/pub/82-221-x/2007001/defin/4150717-eng.htm> (viewed October 23, 2010).

<sup>3</sup> According to Aboriginal Affairs and Northern Development Canada (<http://www.aadnc-aandc.gc.ca/eng/1100100032475> - viewed February 1, 2012), the term "Registered Indians" refers to people who are registered with the federal government as Indians, according to the terms of the Indian Act. Registered Indians are also known as Status Indians.

<sup>4</sup> Manitoba Bureau of Statistics: Manitoba's Aboriginal community: A 2001 to 2026 population & demographic profile pg. 46. Manitoba overall life expectancy at birth is from: Manitoba population projections 2008-2041 pg. 23.

According to Statistics Canada estimates for the year 2001,<sup>5</sup> life expectancy for Inuit people in Canada was shorter than for the general population of Canada. Among females, Inuit life expectancy was 11.1 years shorter (71.1 vs. 82.2). Among males, Inuit life expectancy was 14.1 years shorter (62.6 vs. 77.0).

According to national data,<sup>6</sup> the gaps in life expectancy for registered Indians in Canada compared to all Canadians narrowed considerably from 1980 to 2001. For females, the gap decreased from 10.9 years to 6.6 years. For males, the gap decreased from 10.8 years to 6.6 years.

### **Premature Mortality Rate (PMR)**

The annual PMR for registered First Nations people in Manitoba during 1995-99 was 6.6 deaths per 1,000, double the rate of 3.3 per 1,000 for all other Manitobans (MCHPS, pg. 52). The rate for all Metis in Manitoba during the years 2002-06 was 4.0 per 1,000 (MCHP-MMFS, pg. 61).

### **Potential Years of Life Lost (PYLL)**

According to the MCHPS (pg. 58-61), the annual PYLL for registered First Nations males during 1995-99 was 158.3 years per 1,000, 2.5 times the rate of 62.5 years per 1,000 for all other Manitoba males. Among females, the gap is even wider: 103.3 vs. 36.5 years, or 2.8 times the rate of all other Manitoba females.

The Metis annual PYLL was 64.6 years per 1,000 during the years 2002-06, compared to the rate of 54.6 per 1,000 for all other Manitobans (MCHP-MMFS, pg. 76).

## **6.4 HEALTHY LIVING AND RISK FACTORS**

This section provides data on seven selected behaviours and risk factors that affect a person's health:

- body mass index
- diet and nutrition
- physical activity
- smoking
- exposure to second-hand smoke
- pregnancy
- use of medical services

---

<sup>5</sup> Statistics Canada: Projections of the Aboriginal populations, Canada, provinces and territories: 2001 to 2017 <http://www.statcan.gc.ca/pub/91-547-x/2005001/4072106-eng.htm> (viewed October 23, 2010).

<sup>6</sup> Life expectancy data for all Canadians comes from Statistics Canada. Life expectancy, abridged life table, at birth and at age 65, by sex, Canada, provinces and territories (Comparable Indicators), annual (years) (CANSIM Table 102-0025). Ottawa, Statistics Canada, 2008. Data for Registered Indians comes from Indian Northern Affairs Canada. *Basic Departmental Data 2004*. Ottawa, INAC, 2005. Both sources were viewed October 23, 2010 at <http://www4.hrsdc.gc.ca/.3ndic.1t.4r@-eng.jsp?iid=3>.



These and other behaviours and risk factors provide insight into underlying social and economic conditions that determine the health of a people.

## Body Mass Index

Weight is an important contributing factor to health. Body mass index (BMI) is often used to assess a person's weight. It is calculated by dividing weight (in kilograms) over height (in metres), and is classified under four categories:

- underweight (BMI<18.5)
- acceptable weight (18.5<BMI<25)
- overweight (25<BMI<30)
- obese (BMI>30)

Two sources provide data on BMI for First Nations people:

- In the RHS (pg. 59-60), 75 per cent of on-reserve First Nations adults reported being either overweight (35 per cent) or obese (40 per cent), as did 41 per cent of youth (22 per cent overweight; 19 per cent obese) and 65 per cent of children (53 per cent overweight; 12 per cent obese).
- The CCHS (Cycle 3.1) reports that 62 per cent of off-reserve Aboriginal adults in Manitoba were either overweight (35 per cent) or obese (27 per cent), compared to 53 per cent of all Manitobans (35 per cent overweight; 18 per cent obese).<sup>7</sup>

The MCHP-MMFS (pg. 420-22) reports that 65.1 per cent of Metis were either overweight (36.5 per cent) or obese (28.7 per cent), compared to 55.1 per cent of all other Manitobans (34.9 per cent overweight; 20.2 per cent obese).

National data on Inuit adults indicates that in 2006-07, 61.5 per cent were either overweight (36.1 per cent) or obese (25.4 per cent) compared to 51.6 per cent of non-Aboriginal Canadians (34.7 per cent overweight; 16.9 per cent obese).<sup>8,9</sup>

## Diet and Nutrition

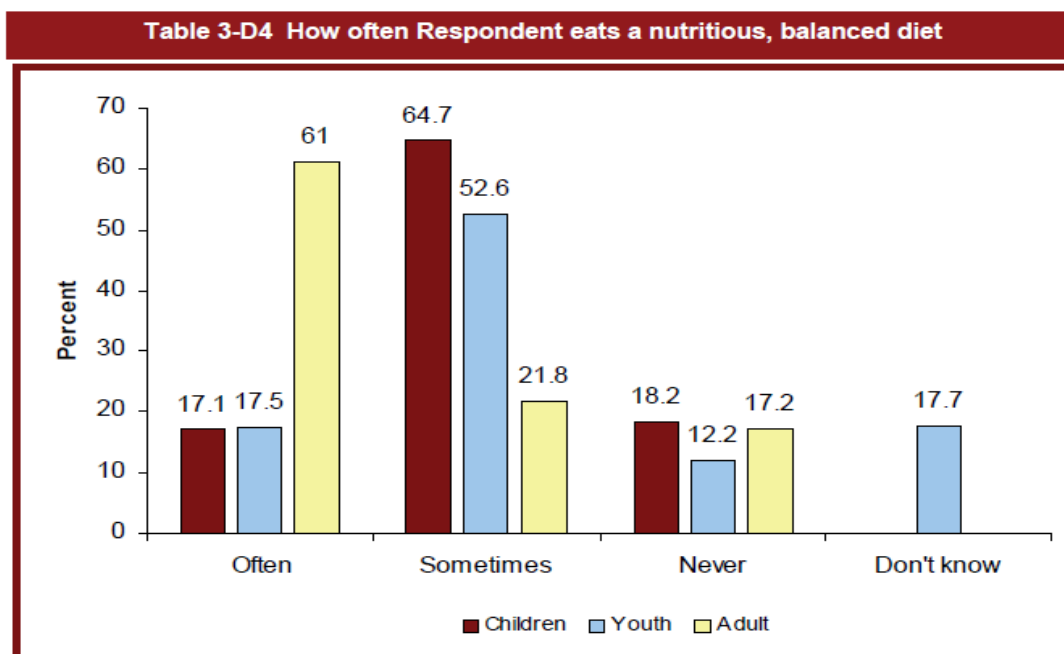
Healthy eating is an important part of a healthy lifestyle. According to the RHS (pg. 60-61), 61 per cent of on-reserve First Nations adults in Manitoba, 18 per cent of youth, and 17 per cent of children reported that they often eat a nutritious, balanced diet, while 17 per cent of adults, 12 per cent of youth and 18 per cent of children reported that they never eat a nutritious, balanced diet (Figure 6.1).

<sup>7</sup> Data on BMI from the CCHS and the MCHP-MMFS is either self-reported or calculated from measured height and weight.

<sup>8</sup> 2006 Aboriginal Peoples Survey; 2007 Canadian Community Health Survey, Cycle 4.1, as reported in Rochelle Garner, Gisèle Carrière, Claudia Sanmartin and the Longitudinal Health and Administrative Data Research Team. Health Research Working Paper Series: The Health of First Nations Living Off-Reserve, Inuit, and Metis Adults in Canada: The Impact of Soão-economic Status on Inequalities in Health. Statistics Canada, catalogue no. 82-622-X, no. 004, June 2010). pg. 7.

<sup>9</sup> As noted in Garner et al (pg. 7), BMI may not be an appropriate measure for Inuit.

Chart 6.1



The MCHP-MMFS (pg. 424) provides data on self-reported consumption of fruits and vegetables. It reports that 20.9 per cent of Metis in Manitoba ate five or more servings per day, compared to 30.6 per cent of all other Manitobans.

Availability of safe drinking water is also a health issue for Aboriginal Canadians. Nationally, 14 per cent of First Nations adults living off-reserve, 12 per cent of Metis adults and 15 per cent of Inuit adults reported in 2006-07 that their water at home was not safe to drink. Furthermore, 18.9 per cent of First Nations adults living off-reserve, 17.9 per cent of Metis adults and 35.9 per cent of Inuit adults reported that their drinking water was contaminated during certain times of the year.<sup>10</sup>

### Physical Activity

Regular physical activity has multiple health benefits. It can strengthen the body, mind and spirit, and reduces the risk of illness.

In the RHS (pg. 56-57), 78 per cent of on-reserve First Nations children reported getting at least a half hour of physical activity every day, 31 per cent of youth reported being physically active for at least six hours per week, and 30 per cent of adults reported that they engaged in health-promoting activities between three to six hours per week.

<sup>10</sup> All data in this paragraph comes from the 2006 Aboriginal Peoples Survey, as reported in Garner et al, pg. 6.

In the CCHS (Cycle 3.1), the percentage of off-reserve Aboriginal people who reported being physically or moderately active is similar to that of all Manitobans (47.3 per cent vs. 47.6 per cent).

The MCHP-MMFS (pg. 436) reports that the percentage of Metis age 15 to 75 who engage in high levels of physical activity is higher than that of all other Manitobans (37.2 per cent vs. 29.0 per cent).

## Smoking

Smoking is known to increase the likelihood of developing numerous chronic health conditions and to reduce an individual's life expectancy.<sup>11</sup> Multiple studies indicate that Aboriginal Manitobans as a group smoke much more than non-Aboriginal Manitobans:

- 55.7 per cent of the off-reserve Aboriginal population age 13 and older reported smoking on a daily or occasional basis, compared to 25 per cent of all Manitobans (CCHS, (Cycle 3.1).
- 62.4 per cent of on-reserve First Nations adults reported being current smokers, and 18.2 per cent more reported being ex-smokers (RHS, pg. 51).
- 42 per cent of on-reserve First Nations youth reported being current smokers, and four per cent more reported being ex-smokers (RHS, pg. 51).
- 29 per cent of on-reserve First Nations caregivers reported that their child smokes (RHS, pg. 50).
- 33.3 per cent of Metis reported being current smokers, compared to 21.7 per cent of all other Manitobans (MCHP-MMFS, pg. 430).
- 26.2 per cent of Metis youth age 12 to 19 reported being smokers, compared to 14 per cent of all other Manitoba youth (MCHP-MMFS, pg. 443).

National data indicates that in 2006-07, 59.8 per cent of off-reserve Inuit adults were current daily smokers.<sup>12</sup>

## Exposure to Second-Hand Smoke

The CCHS (Cycle 3.1) provides data on six indicators relating to exposure to second-hand smoke (Table 6.2). For all six indicators, the off-reserve Aboriginal population had more exposure to second-hand smoke compared to all Manitobans.

<sup>11</sup> Das SK. Harmful effects of cigarette smoking. *Molecular and Cellular Biochemistry* 2003; 253(1-2): 159-65 and Fagerstrom K. The epidemiology of smoking: Health consequences and benefits of cessation. *Drugs* 2002; 62 (Suppl. 2): pg. 1-9

<sup>12</sup> 2006 Aboriginal Peoples Survey; 2007 Canadian Community Health Survey, Cycle 4.1, as reported in Garner et al, pg. 7.

**Table 6.2 Exposure to Second-hand Smoke, 2005**

	% of Population	
	Off-reserve Aboriginal	Manitoba
Exposed to second-hand smoke at home	19.1	8.6
Exposure to second-hand smoke in the past month, in vehicles and/or public places	25.7	12.8
Exposure to second-hand smoke in the past month, in vehicles	20.1	8.6
Exposure to second-hand smoke in the past month, in public places	9.3	6.0
Complete restriction on smoking at home	51.9	66.9
Complete restriction on smoking at work	72.3	73.3

The percentage of Metis age 12 and older who reported being exposed to smoke in the home was 27.2 per cent, compared to 16.7 per cent for all other Manitobans (MCHP-MMFS, pg. 433).

## Use of Health Care

### Access to Health Care

According to the CCHS (Cycle 3.1), lower percentages of the off-reserve Aboriginal population age 12 and older had access to health care compared to all Manitobans (Table 6.3).

**Table 6.3 Access to Health Care, 2005**

	% of Population	
	Off-reserve Aboriginal	Manitoba
Had a regular medical doctor	73.5	83.9
Had contact with a medical doctor	77.5	80.2
Had contact with a dentist	48.4	60.7
Had contact with an alternative health care provider	11.0	14.0

According to the RHS (pg. 84), 60 per cent of on-reserve First Nation adults reported that they experienced at least one barrier to receiving health care in the previous year. The top three barriers were:

- waiting lists were too long
- a doctor or nurse in the area was not available
- health care provided was inadequate

## **Physician Visits**

During the 1998-99 fiscal year, registered First Nations people in Manitoba had an average of 6.1 visits to a physician, compared to 4.9 visits for all other Manitobans (MCHPS, pg. 103). The difference was greatest in Winnipeg and Brandon, where registered First Nations people in Manitoba visited a physician 1.6 times more often than all other Manitobans. On the other hand, a lower percentage of visits by registered First Nations people in Manitoba involved medical specialists compared to visits by all other Manitobans (16.1 per cent vs. 26.3 per cent). This was true even in Winnipeg, where the rates were 21.7 per cent vs. 32.2 per cent (MCHPS, pg. 101).

Ambulatory consultations (referrals by one physician to another physician, usually a specialist or surgeon) during 1998-99 were slightly higher among registered First Nations people in Manitoba compared to all other Manitobans: 0.29 consults per person vs. 0.27 (MCHPS, pg. 100).

The MCHP-MMFS (pg. 249) reports that during the 2006-07 fiscal year, Metis people had an average of 5.4 physician visits, compared to 4.8 visits for all other Manitobans. The difference was larger in Winnipeg (5.9 vs. 5.1) and Brandon (6.7 vs. 5.5). Metis also had a higher average number of ambulatory consultations during that year compared to all other Manitobans: 0.30 vs. 0.28 visits (MCHP-MMFS, pg. 259).

## **Hospitalizations**

During the 2008-09 fiscal year, on-reserve First Nations Manitobans were hospitalized more than twice as often compared to all other Manitobans (260 vs. 110 hospitalizations per 1,000 residents).<sup>13</sup> They were also more likely to report being hospitalized for mental health issues (8.6 per cent vs. 5.2 per cent of all hospitalizations).<sup>14</sup>

The hospitalization rate for Metis was higher than the rate for all other Manitobans during the 2006-07 fiscal year: 194 vs. 154 per 1,000 (MCHP-MMFS, pg. 273).

---

<sup>13</sup> Manitoba Health, Health Information Management

<sup>14</sup> Manitoba Health, Health Information Management

## **Use of Traditional Health Care**

According to the RHS (pg. 77-78), 51 per cent of on-reserve First Nations adults reported that they used traditional medicines, 22 per cent consulted an Elder in the previous 12 months for a physical, mental, spiritual or emotional health issue, and 21 per cent consulted a traditional healer. Caregivers reported that among children, 17 per cent were taken to see an Elder, seven per cent were taken to a traditional healer and two per cent used traditional medicines.

Among adults participating in the RHS, 24 per cent reported having difficulty in accessing traditional medicines. The three most common reasons were:

- they did not know enough about traditional medicines
- they did not know how to obtain them
- traditional medicines were not available at their health care centre

More than half of the adults (58 per cent) believed a traditional healer program should be available in their community and 50 per cent thought it should be available in the local hospital. More than one-third (36 per cent) thought that progress was made in promoting traditional healing during the previous year.

## **Pregnancy**

On-reserve First Nations women participating in the RHS provided information about their pregnancy experiences (pg. 74-75). Among these women:

- 76 per cent had to leave the community for childbirth
- 55 per cent planned their pregnancy
- 54 per cent breastfed their children (57 per cent of these children were breastfed for six months or more)
- 23 per cent attended prenatal classes during their pregnancy
- 12 per cent were diagnosed with gestational diabetes in at least one pregnancy
- five per cent had hypertension
- three per cent were already diagnosed with Type 2 diabetes

In the fiscal years 2004-05 to 2006-07, 76 per cent of Metis newborns were breastfed at the hospital, compared to 81.7 per cent for all other newborns (MCHP-MMFS, pg. 216).

## 5. MORTALITY AND MORBIDITY

This section presents data on two fundamental categories of health status indicators: mortality rates, which provide information on causes of death; and morbidity rates, which describe the extent of serious illness within a population.

There are numerous causes of mortality and morbidity. This section focuses on four key categories of cause in Manitoba:

- injury and poisoning (which includes suicide)
- infant mortality
- chronic health conditions
- communicable diseases

### Injury and Poisoning

Injury and poisoning is a medical category comprising all causes of death except illness. Between 2000 and 2006, this category accounted for only six per cent of all deaths in Manitoba,<sup>15</sup> but it was the leading cause of death for First Nations individuals younger than age 45.<sup>16</sup> Among Metis in Manitoba during 1997-2006, 9.8 per cent of all deaths were caused by injuries and poisoning (MCHP-MMFS, pg. 68).

Hospitalization and death by injury in Manitoba occur much more frequently among First Nations people compared to non-First Nations Manitobans. During 2000-06, injury hospitalization rates among First Nations Manitobans were more than four times higher compared to non-First Nations Manitobans (Table 6.4)<sup>17</sup> and injury death rates were more than twice as high (Table 6.5).<sup>18</sup> Within the on-reserve First Nations population, males account for just over half of the hospitalizations, and 70 per cent of the deaths.

Table 6.4 First Nations Injury Hospitalization Age-Standardized Rate per 100,000 Population, 2000-06

	First Nations	Non-First Nations	Manitoba
Female	4,501	891	1,023
Male	4,310	1,015	1,176

Table 6.5 First Nations On-Reserve Injury Deaths Age-Standardized Rate per 100,000 Population, 2000-06

	First Nations	Non-First Nations	Manitoba
Female	80	37	38
Male	184	64	68

15 Manitoba Health, Health Information Management

16 Manitoba Health, Health Information Management

17 Manitoba Health, Health Information Management

18 Manitoba Vital Statistics Agency

As indicated in Table 6.6, Metis experienced 24 per cent higher rates of injury hospitalization and 13 per cent higher rates of injury death compared to all other Manitobans during 1997-2006 (MCHP-MMFS, pg. 68 and 281).

**Table 6.6 Metis Injury Hospitalizations and Deaths, Age- and Sex-Adjusted per 1,000 Population, 1997-2006**

	Hospitalizations per 1,000	Deaths per 1,000
Metis	10.3	0.58
All other Manitobans	8.3	0.51

Injury hospitalization and death rates among Metis were much higher in northern Manitoba compared to the rest of Manitoba. In Burntwood RHA, the Metis injury hospitalization rate was 20.2 per 1,000, and the mortality rate was 1.4 per 1,000 (MCHP-MMFS, pg. 68 and 281).

### **Causes of Injury Hospitalization and Death**

From 2000-06, the top three causes of death by injury and poisoning among the on-reserve First Nations population in Manitoba were suicide, motor vehicle incidents and assault.<sup>19</sup> As indicated in Table 6.7, suicide (violence to self) and motor vehicle incidents were also the top two causes of injury death among Metis in Manitoba (MCHP-MMFS, pg. 71).

**Table 6.7 Causes of Injury Death among Metis in Manitoba, 1997-2006**

Cause of Death	%
Violence to self	23.6
Motor vehicle accidents	23.0
Poisoning	12.6
Assaults	6.9

Table 6.8 provides the leading causes of injury hospitalization among Metis in Manitoba (MCHP-MMFS, pg. 285).

**Table 6.8 Causes of Injury Hospitalization among Metis in Manitoba, 1997-2006**

Cause of Injury	%
Accidental falls	32.4
Violence by others	10.9
Violence by self	10.6
Motor vehicle accidents	10.5

<sup>19</sup> Manitoba Health, Health Information Management



There are two significant differences in injury hospitalization among Metis compared to all other Manitobans:

- Accidental falls accounted for 46 per cent of all injury hospitalizations for all other Manitobans compared to 32 per cent for Metis.<sup>20</sup>
- Self-inflicted injury was a more common cause of hospitalizations for Metis compared to all other Manitobans (10.6 per cent vs. 6.7 per cent).

## Suicide

As indicated in Table 6.9,<sup>21</sup> the suicide death rate for the on-reserve First Nations population in Manitoba during the period 2000-2006 was more than twice the rate for non-First Nations Manitobans (27 per 100,000 vs. 11 per 100,000).

**Table 6.9 Deaths due to Self-Inflicted Injury, Age-Standardized Rate per 100,000 Population by Gender and First Nations Status 2000-06**

	First Nations (on-reserve)	Non-First Nations	Manitoba
Female	15	5	6
Male	39	17	18
Total	27	11	12

The difference in hospitalization rates (Table 6.10)<sup>22</sup> due to suicide attempts is more pronounced; the First Nations rate is nearly six times the non-First Nations rate (292 per 100,000 vs. 49 per 100,000).

**Table 6.10 Injury Hospitalizations due to Self-Inflicted Injury, Age-Standardized Rate per 100,000 Population by Gender and First Nations Status 2000-06**

	First Nations	Non First Nations	Manitoba
Female	394	62	87
Male	187	35	47
Total	292	49	67

Tables 6.9 and 6.10 also indicate significant gender differences in suicide rates among First Nations people. Females were hospitalized because of self-inflicted injuries much more often than males (394 vs. 187 hospitalizations per 100,000), but males died much more often from suicide than females (39 vs. 15 deaths per 100,000).

<sup>20</sup> The MCHP-MMFS (pg. 285) suggests that the difference may be due in part to the use of crude rates not adjusted for the younger demographics of the Metis population, and because a high proportion of falls occur among older adults.

<sup>21</sup> Manitoba Health, Health Information Management

<sup>22</sup> Manitoba Health, Health Information Management. In this table, "First Nations" include all people who self-identify as First Nations.

Research suggests that suicide rates among First Nations people could be higher than reported, as upwards of 25 per cent of injury deaths attributed to accidents are in fact suicides.<sup>23</sup> The undercounting is largely attributed to the difficulty in determining the intent of an injury death post-mortem, as well as the social stigma attributed to suicide.

The RHS (pg. 44) provides data on the prevalence of suicidal thinking among the on-reserve First Nations population in Manitoba. Among adults, 28 per cent reported that they have had suicidal thoughts. This compares to 13 per cent of adults in Canada.<sup>24</sup>

Suicide rates for Metis are slightly higher compared to all other Manitobans. From 1997 to 2006, the rate for Metis age 10 and older was 17 suicides per 100,000 individuals, compared to 15 per 100,000 for all Manitobans (MCHP-MMFS, pg. 80). The rate of suicide attempts among Metis, whether resulting in death or hospitalization, was 0.11 per cent compared to 0.08 per cent for all Manitobans, a difference of approximately 30 more attempts per 100,000 (MCHP-MMFS, pg. 82).

## **Youth Suicide**

From 1998-2008, First Nations youth age 18 and under accounted for close to half of all hospitalizations in Manitoba due to suicide attempts (47 per cent or 921 of 1,969 total attempts).<sup>25</sup> According to the RHS (pg. 44), 10 per cent of on-reserve First Nations youth in Manitoba age 12 to 17 reported that they have attempted suicide, and 19 per cent reported they have had suicidal thoughts.

## **Assaults and Motor Vehicle Incidents**

The death rate for on-reserve First Nations people from assaults was four times the rate for non-First Nations Manitobans. For motor vehicle incidents, the rate was 2.3 times higher (Table 6.11).<sup>26</sup>

---

<sup>23</sup> Kirmayer, L.J., Brass, G.M., Holton, T., Paul, K., Simpson, C., Tait, C. *Suicide among Aboriginal People in Canada*. Ottawa: Aboriginal Healing Foundation; 2007 pg. xv.

<sup>24</sup> Health Canada. *A Statistical Profile on the Health of First Nations in Canada: Self-rated Health and Selected Conditions, 2002 to 2005*. Ottawa; 2006. pg. 12.

<sup>25</sup> Manitoba Health, Health Information Management

<sup>26</sup> Ridd, D. 2008, "Provincial Injury Data – The Good News and the Bad News", *You & Me Injury Free*. Winnipeg, MB.

**Table 6.11 Injury Deaths for Select Causes, Age-Standardized Rate per 100,000 Population by Gender and First Nations Status 2000-06**

		First Nations	Non First Nations	Manitoba
Assaults	Female	3	1	2
	Male	23	5	5
	Total	12	3	3
Motor Vehicle	Female	14	6	6
	Male	22	10	11
	Total	18	8	9

## Infant Mortality

Infant mortality measures the number of deaths among infants (from birth to age 1). It is a common measure of the health status of children at the beginning of the life cycle.

As indicated in Table 6.12,<sup>36</sup> the overall infant mortality rate for the First Nations population in Manitoba during 1991-2000 was about twice the rate of the non-First Nations population in Manitoba (9.8 per cent versus five per cent). Comparing the five-year periods 1991-1995 and 1996-2000, the non-First Nations rate decreased 7.7 per cent, but the First Nations rate remained unchanged.

**Table 6.12 Birth Outcomes and Infant Mortality for First Nations Versus Non-First Nations Births in Manitoba 1991-2000**

	First Nations	Non-First Nations	RR
Deaths (per1000):			
Neonatal mortality	3.7	3.3	1.12 (0.90, 1.39)
Post neonatal mortality	6.1	1.7	3.57 (2.91, 4.38)*
Infant mortality	9.8	5.0	1.94 (1.68, 2.25)*
1991-1995	9.8	5.2	1.89 (1.53, 2.33)*
1996-2000	9.8	4.8	2.02 (1.65, 2.46)*
Causes of infant death:			
Congenital anomalies	2.9	1.8	1.66 (1.29, 2.15)*
Immaturity-related conditions	0.9	1.1	0.76 (0.49, 1.19)
Neonatal asphyxia	0.5	0.3	1.41 (0.74, 2.69)
Post neonatal SIDS	1.8	0.4	4.47 (3.00, 6.65)*
Infections	0.8	0.3	2.61 (1.52, 4.48)*

RR = risk ratio; CI= 95% confidence interval. \*P<0.05.

<sup>36</sup> Ridd, D. 2008, "Provincial Injury Data - The Good News and the Bad News", You & Me Injury Free. Winnipeg, MB. Luo ZC, Wilkins R, Heaman M, Martens P, Smylie J, Hart L, Wassimi S, Simonet F, Wu Y, Fraser WD. Neighborhood Socioeconomic Characteristics, Birth Outcomes and Infant Mortality among First Nations and Non-First Nations in Manitoba, Canada The Open Women's Health Journal, 2010, 4, pg. 55-61.

Infant mortality rates are categorized by neonatal (birth to 28 days) and post-neonatal (28 days to one year) phases. Neonatal rates reflect access to services, quality of health care, and events during pregnancy and through birthing. The difference in neonatal rates when comparing First Nations to Non-First Nations was not statistically significant. The post-neonatal rates, which tend to reflect socioeconomic and environmental factors, were 3.57 times higher for First Nations.

Congenital anomalies (fetal defects or damage) were the most common cause of infant deaths during this period, and the rate was significantly higher among Manitoba First Nations infants compared to non-First Nations infants (2.9 vs. 1.8 per 1,000 births). Rates of death due to infections and post-neonatal SIDS were also much higher among First Nations births.

The Metis infant mortality rate in Manitoba was 5.7 deaths per 1,000 births during 1997-2006, slightly lower than the 6.8 per 1,000 births rate for all other Manitobans (MCHP-MMFS, pg. 233). The comparative difference in rates was similar between neonatal (3.9 vs. 4.6) and post-neonatal mortality (1.8 vs. 2.2).

## Chronic Health Conditions

Chronic health conditions include diseases and other health issues that have an ongoing debilitating effect on a person’s health and social circumstances.

In 2002-03, over half (54 per cent) of on-reserve First Nations adults in Manitoba were diagnosed with a chronic health condition (RHS, pg. 67). Table 6.13 lists the top five diagnosed chronic health conditions for on-reserve First Nations children, youth and adults (RHS, pg. 67-68).

**Table 6.13 Most Commonly Reported Chronic Health Conditions among On-Reserve First Nations Children, Youth and Adults, 2002-03**

Children	%	Youth	%	Adults	%
Asthma	11.1	Asthma	10.6	Diabetes	25.0
Allergies	8.8	Allergies	7.9	Arthritis	20.5
Ear infections or problems	8.2	Bronchitis	3.5	High blood pressure	16.2
Bronchitis	3.0	Ear infections or problems	3.5	Allergies	13.5
Learning disability	2.2	Blindness/vision problems	2.8	Asthma	8.5

The following pages provide more detailed data on three of the most common chronic health conditions among Aboriginal people in Manitoba:

- diabetes
- asthma/total respiratory morbidity
- arthritis

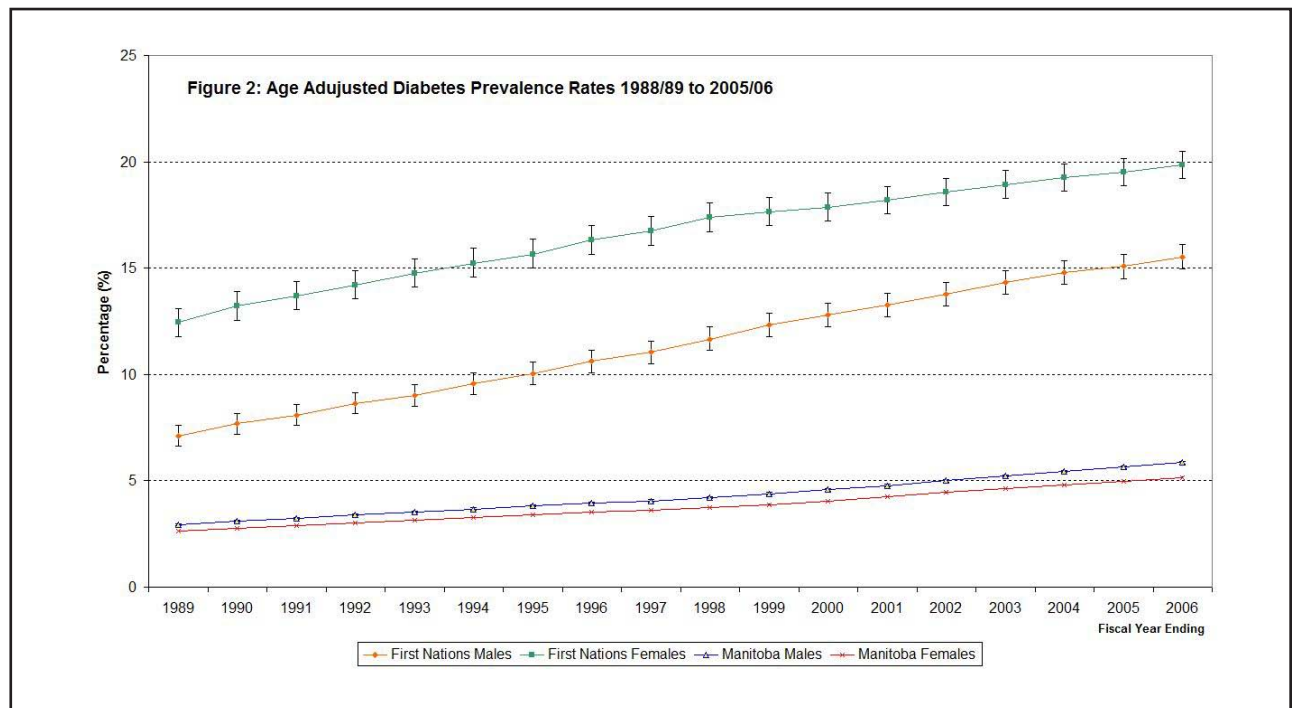
## Diabetes

Diabetes is a chronic condition caused by the body's inability to sufficiently produce or properly use insulin. Diabetes can lead to serious complications and premature death.

As indicated above in Table 6.13, diabetes was the most commonly reported chronic health condition among on-reserve First Nations adults in Manitoba in 2002-03. The number of First Nations people with diabetes has increased sharply (more than tripling between 1989 and 2006) and is expected to increase by an additional 50 per cent by 2016.<sup>27</sup> In 2005-06, 10.4 per cent of First Nations Manitobans age one and older had diabetes, compared to 6.4 per cent of all Manitobans.<sup>28</sup>

Chart 6.2<sup>29</sup> shows how the rate of diabetes among First Nations Manitobans steadily increased from 1989 to 2006 for males (7.1 per cent to 15.5 per cent) and females (12.5 per cent to 20.0 per cent). In 2006, the First Nations rate was about three times the overall Manitoba rate for males, and nearly four times the rate for females.

Chart 6.2



First Nations Manitobans are experiencing diabetes at younger ages compared to all Manitobans (Chart 6.3).<sup>30</sup> In 2005-06, prevalence of diabetes peaked at an earlier age among the Manitoba First Nations population (age 60 to 79) compared to all Manitobans (age 70 to 84).

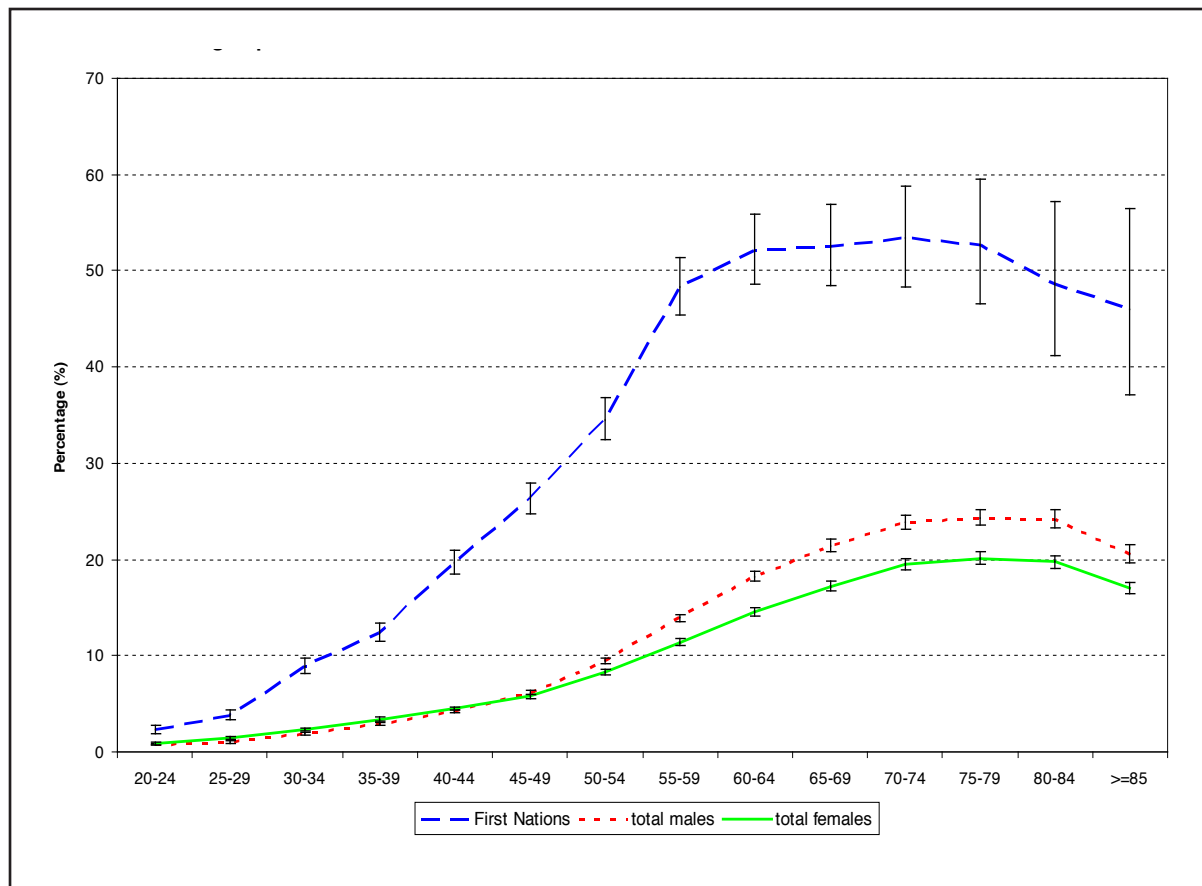
<sup>27</sup> Diabetes in Manitoba 1989 to 2006 Report of Diabetes Surveillance. 2009. pg. 75.

<sup>28</sup> Diabetes in Manitoba. pg. 7.

<sup>29</sup> Diabetes in Manitoba. pg. 7.

<sup>30</sup> Diabetes in Manitoba, pg. 10.

Chart 6.3



The rates of new diabetes diagnoses among the First Nations population are significantly higher than those of all Manitobans for all age groups 10 years and older. Furthermore, new diagnoses have peaked at a younger age among First Nations Manitobans (age 55 to 84) compared to all Manitobans (age 65 to 79).<sup>31</sup> New diagnoses have consistently occurred more often among First Nations females compared to males, although the difference has gradually decreased from seven per 1,000 in 1988-89 to two per 1,000 by 2005-06.<sup>32</sup>

### Complications and Health Care Utilization

Diabetes can result in a wide variety of complications (Chart 6.4). First Nations people in Manitoba experienced higher rates of complications compared to the total population in Manitoba.<sup>33</sup>

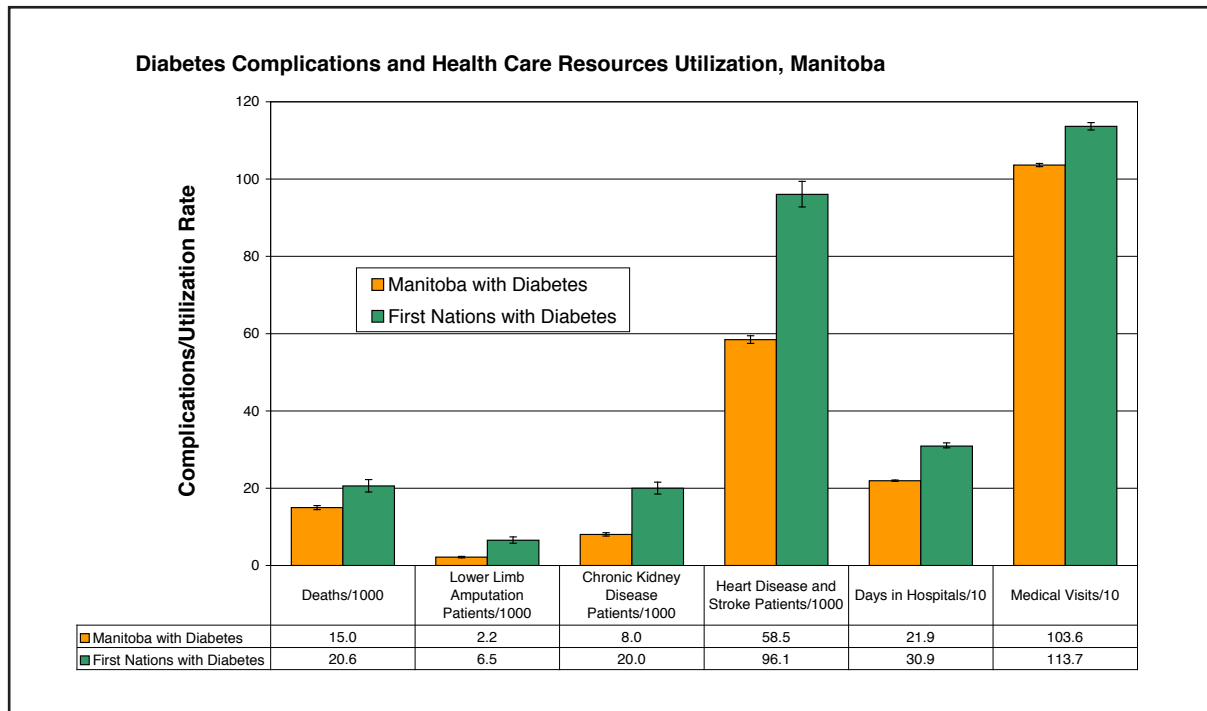
<sup>31</sup> Diabetes in Manitoba, pg. 25.

<sup>32</sup> Diabetes in Manitoba, pg. 17.

<sup>33</sup> Manitoba Health and Healthy Living Puchtinger R. (2009). Diabetes in Manitoba 1989 to 2006: Report of Diabetes Surveillance. The rates cited are age-adjusted, reflecting five-year averages.

- The death rate was 39 per cent higher (2001/02 to 2005/06).
- The rate of lower limb amputation was nearly three times higher (1999-2000 to 2003-04 averages).
- The rate of chronic kidney disease hospitalization was 2.5 times higher (1999-2000 to 2003-04 averages).
- The average heart disease and stroke hospitalization rate was 64 per cent higher (1999-2000 to 2003-04 averages).
- The rate of days of hospitalization was 41 per cent higher (2001-02 to 2005-06).
- The rate of physician visits was 10 per cent higher (2001-02 to 2005-06).

Chart 6.4



Metis in Manitoba also have higher rates of diabetes compared to all other Manitobans (MCHP-MMFS, pg. 113). From 2004-05 to 2006-07, the Metis rate was 11.8 per cent vs. 8.8 per cent for all other Manitobans. Metis also have a higher rate of lower limb amputation among those with diabetes compared to all other Manitobans: 24.1 vs. 16.2 cases per 1,000 (MCHP-MMFS, pg. 118).

## Asthma/Total Respiratory Morbidity

Asthma is a chronic inflammatory disease of the airway that causes mild to severe symptoms including shortness of breath, chest tightness, coughing and wheezing. Total respiratory morbidity (TRM) is a term inclusive of asthma and other respiratory illnesses including chronic or acute bronchitis, emphysema and chronic airway obstruction.

Asthma was identified as the most commonly diagnosed chronic condition among First Nations children and youth participating in the RHS. According to the CCHS, 12.4 per cent of the off-reserve Aboriginal population in 2005 reported that they had asthma, compared to 7.9 per cent of all Manitobans.

The MCHP-MMFS (pg. 109) provides data on TRM. In 2006-07, 13.6 per cent of Metis in Manitoba had TRM, compared to 10.6 per cent of all other Manitobans.

## Arthritis

Arthritis or rheumatism is a range of conditions that affects the health of joints (MCHP-MMFS, pg. 105). Table 6.14 provides prevalence rates among Aboriginal populations in Canada.<sup>34</sup> These rates are 1.3 to 1.6 times higher than comparable rates for the Canadian adult population, adjusting for age.

**Table 6.14 Prevalence of Arthritis among Aboriginal Populations in Canada**

	Age Cohort	Year of Study	Prevalence
Metis	15 years and older	2002-03	21%
First Nations on-reserve	20 years and older	2007-08	19%
First Nations off-reserve	15 years and older	2006	18%
Inuit	15 years and older	2006	13%

Compared to all other Manitobans, First Nations Manitobans had about twice the number of physician claims for the three main kinds of diagnoses for arthritis (Table 6.15).<sup>35</sup>

**Table 6.15 Physician Claims for Arthritis among the First Nations Population in Manitoba (1986-96)**

Diagnosis	Average Annual Claims per 1,000 people (1986-96)	
	FN	All Other Manitobans
Rheumatoid arthritis	10	5
Degenerative arthritis	58	34
Unspecified arthropathy	53	28

<sup>34</sup> Public Health Agency of Canada. Life with Arthritis in Canada: A personal and public health challenge. 2010. pg. 70-75.

<sup>35</sup> Barnabe C, Elias B, Bartlett J, Roos L and Peschken C. Arthritis in Aboriginal Manitobans: Evidence for a High Burden of Disease. The Journal of Rheumatology. 2008; 35:6: pg. 1146-47.



The CCHS indicates that self-reported arthritis rates were almost equal between the off-reserve Aboriginal population and all Manitobans in 2005 (18.9 per cent vs. 18.5 per cent).

According to the MCHP-MMFS (pg. 105), Metis in Manitoba had a higher prevalence of arthritis compared to all other Manitobans during 2005-06 to 2006-07 (24.2 per cent vs. 19.9 per cent).

## Communicable Diseases

This section presents data on two common communicable diseases:

- HIV/AIDS - a well-publicized virus (HIV) that can result in AIDS, the degeneration of the immune system
- Tuberculosis - an infectious disease that affects the lungs

## HIV/AIDS

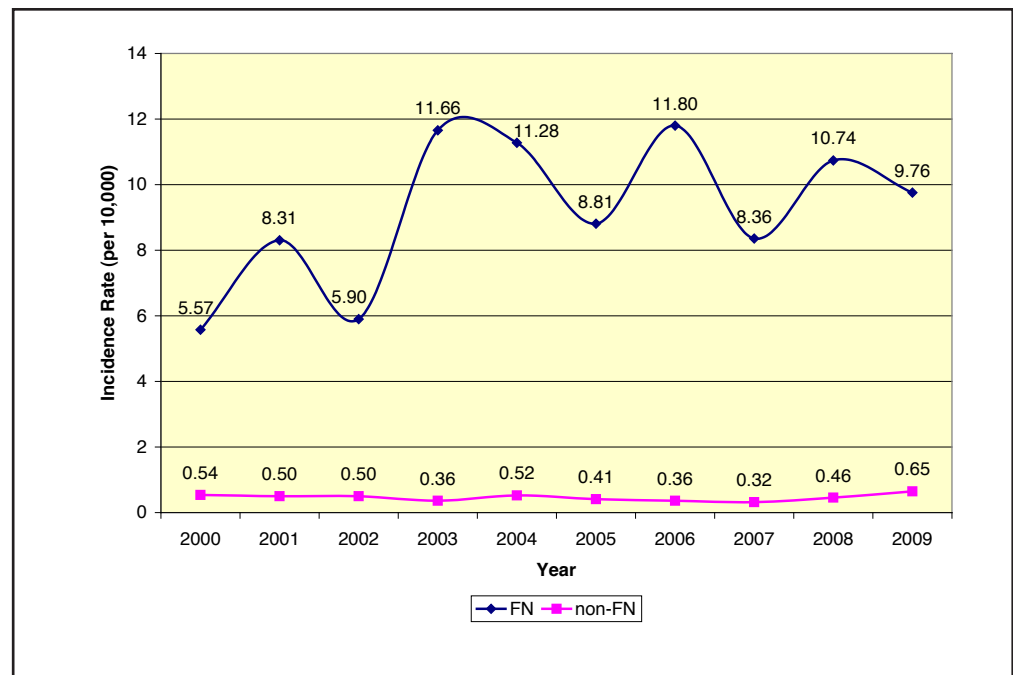
Among new HIV cases reported to Manitoba Health in 2009, 27 per cent of cases were Aboriginal people, a category inclusive of First Nations, Metis and Inuit people. Between 1999 and 2008, 35 per cent of new HIV cases were reported in Aboriginal people. It is noted that the lower rate of Aboriginal cases in 2009 may not reflect true change because in 29 per cent of all cases, ethnicity was reported as unknown/missing.

## Tuberculosis

From 2000-09, rates of tuberculosis were consistently higher among First Nations Manitobans compared to non-First Nations Manitobans (Chart 6.5).

Among First Nations, rates ranged from between 5.6 to 11.8 cases per 10,000, while the non-First Nations rate was consistently well below one case per 10,000.

Chart 6.5 Incidence Rate of Tuberculosis by Year and First Nations (FN) Status, Manitoba, 2000-09



# CHAPTER SEVEN: HOUSING AND MOBILITY

## 7.1. INTRODUCTION

### 1.0 Overview of Key Issues

Housing is a basic necessity of life, as well as a key determinant of quality of life.

Dwelling choices are determined by an individual's or a household's ability to pay, given the need to retain enough income to cover all other basic needs.

Housing decisions in off-reserve communities are subject to supply and demand dynamics. In simple terms, dwelling costs are determined by construction costs and the availability or supply of rental and for-sale housing. Demand is shaped by available income and the need for housing appropriate to family size, lifestyle choices and population growth.

The adequacy, affordability and suitability of an occupied dwelling are the three critical factors used to assess whether housing choices match needs. Indicators describing these factors are used widely and consistently throughout Canada.

These factors can be used to determine whether a household is in 'core housing need', in other words, whether its housing situation is disadvantaged.

A fourth consideration is tenure. It distinguishes between owning and renting household accommodations. Owning is more likely indicative of greater financial well-being and the presence of greater autonomy to make changes in the accommodation.

The information gained from monitoring changes in indicators is used to inform public housing policy. It is also available for comparing the housing status of various groups in our society, in this case, Aboriginal and non-Aboriginal populations.

This overview highlights recent statistics on the housing status of Manitobans in general. Where available, data will be used to identify differences in housing across various sub-groups: reserve communities, Metis and registered Indians, and in urban and rural areas.

The term "acceptable housing" refers to housing that meets the following standards of adequacy, suitability or affordability.

Adequate dwellings are those that do not require any major repairs.

Suitable dwellings have enough bedrooms for the size and make-up of resident households.

Affordable dwellings cost less than 30% of before-tax household income.

A household is considered to be in core housing need if its housing falls below at least one of these standards and it would have to spend 30% or more of its before-tax income in order to pay for accommodation that is acceptable.

The second part of this chapter addresses the topic of population migration patterns by identity group.

## **2.0 Data Sources**

Two key sources of information were used in developing this profile of housing conditions.

- The Census survey conducted by Statistics Canada every five years is the primary means by which relevant information on housing characteristics is collected. The data reported provide the basis for an extensive range of research and special studies on housing related topics. Data from the 2006 and 2001 Census surveys will be used in this overview.
- The other major source of information on housing issues in Canada is the Canada Mortgage and Housing Corporation (CMHC). The CMHC is the key national authority on Canadian housing issues. The CMHC's Canadian Housing Observer contains information on the housing status of Aboriginal people residing on reserves.

## **2.1 Aboriginal Identity Population Data Definitions**

The term Aboriginal is broad and inclusive of all indigenous populations. From a policy perspective, the three main Aboriginal sub-population groupings are the First Nations, the Metis and the Inuit.

Canada Census identity categories offer a range of choices to First Nations respondents, including the categories of North American Indian single response and registered Indian. The categories Metis only and Inuit only are populated by those who chose those respective designations as their only identity categories.

CMHC data focuses on Aboriginal households. Where breakdowns are provided, they refer to First Nations groups as status Indians and non-status Indians instead of registered Indian or North American Indian, the terminology used in the Census. CMHC also identifies Metis and Inuit population groups.

While there are differences in definitions and in the measurement units across the two key data sets, the purpose is to focus on the essential information needed to identify the key statistical patterns and trends. In reality, the key patterns are fairly easy to ascertain and there is considerable consistency in outcomes across data sets.

### **3.0 Distribution of the Population**

#### **(a) Location**

In 2005, 71.8 per cent of Manitoba's population lived in urban areas, according to the 2006 Census; 23 per cent resided in rural areas and the remaining 6.2 per cent on Indian reserves. Of the 100,175 North American Indians in Manitoba, 55.7 per cent resided on Indian reserves, 34.7 per cent in urban areas and the remainder in rural parts of the province. Of Manitoba's 71,495 Metis people, 70.4 per cent lived in urban areas, 28.8 per cent in rural areas and less than one percent on reserves. Among non-Aboriginal Manitobans, 76 per cent lived in urban centres and the rest lived in rural areas except for only a few who reported living on-reserve at the time of the 2006 Census.

#### **(b) Differences in Legal and Institutional Arrangements**

There are very important legal and administrative differences between housing arrangements on and off-reserve. First Nations people who live on-reserve typically live in dwellings that have been built from funds provided by the Government of Canada. Dwellings are assigned to households by the governing council or authority of the Indian band. Provisions of The Indian Act have generally considered on-reserve housing to be community property. Minor maintenance and care of the dwellings are considered the responsibility of the household. Major repairs or home replacements are the responsibility of the band and the federal government. Unlike homeowners off-reserve, residents in reserve housing do not have mortgages on their dwellings, nor do they acquire equity in those dwellings.

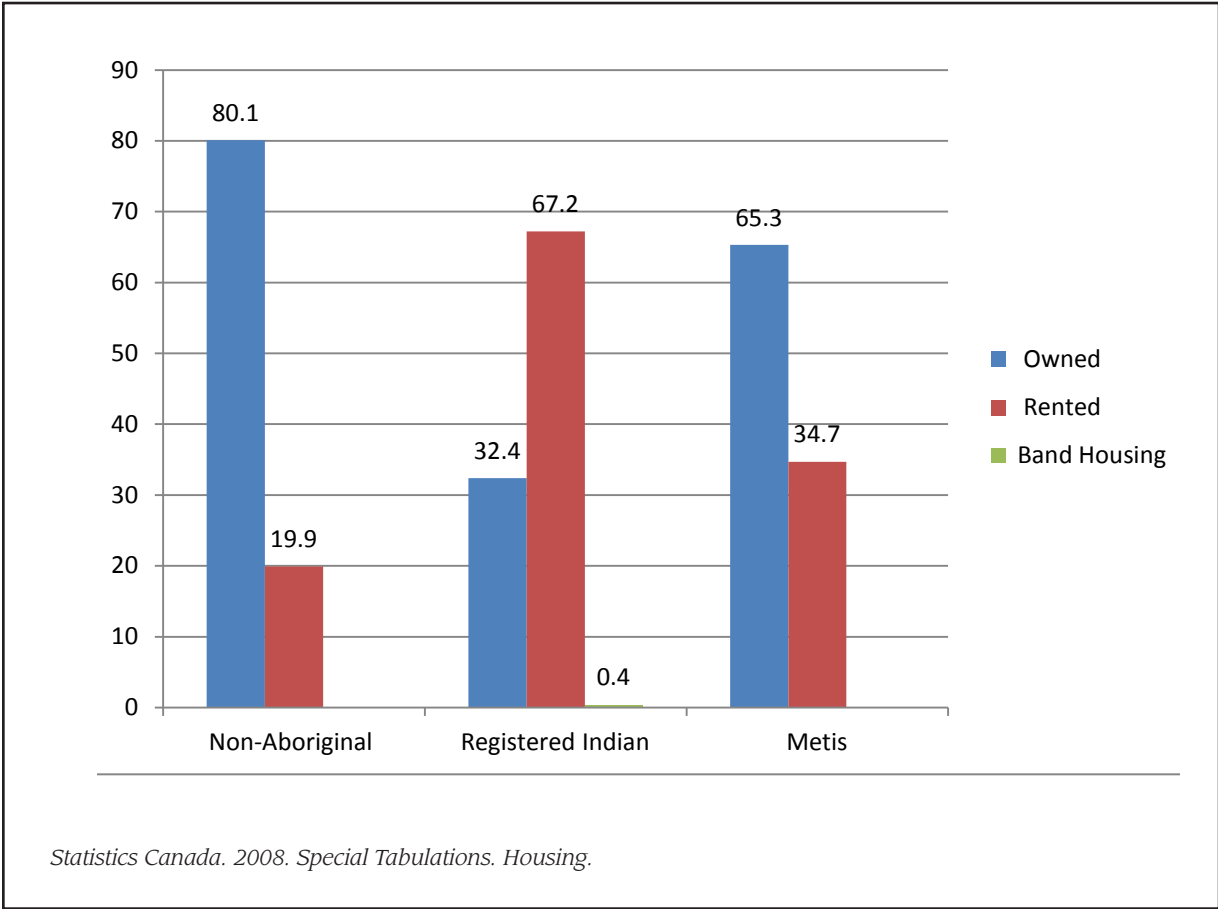
The institutional arrangements governing housing located off-reserve are generally the same for Aboriginal and non-Aboriginal people, as are the factors that affect the choice of dwelling. As a result, when describing First Nations peoples' housing status, it is important that on and off-reserve housing status and conditions be assessed separately.

## **7.2 OFF RESERVE HOUSING**

### **4.0 Tenure**

Tenure refers to the ownership status of a dwelling, in other words, it is either owned or rented by the occupant. In general, with home ownership comes a greater degree of autonomy to alter or improve the condition of a dwelling. Ownership requires an equity investment that suggests the occupant may have a higher income or greater accumulated wealth and most likely a greater commitment to the neighbourhood, as homeowners are less likely to be as mobile as renters. A dwelling need not be fully paid for to be classified as owned.

Chart 7.1 Manitoba, Percentage of Identity Category, by Tenure, Off Reserve, 2005



More than 80 per cent of non-Aboriginal Manitobans owned their place of residence in 2005. Aboriginal Manitobans reported a significantly lower rate of ownership, with 65.3 per cent of all Metis respondents, and only 32.4 per cent of registered Indians, being owners.

Compared with home ownership rates in the year 2000, in 2005 registered Indians and non-Aboriginal Manitobans experienced a slight increase in home ownership rates, rising from 31.4 per cent and 78.8 per cent, respectively. Metis respondents experienced a significant increase in home ownership rates, rising from 59.7 per cent to 65.3 per cent between the two Census surveys. These improvements continue the trend of increases in home ownership that were noted between the Census surveys of 1996 and 2001.

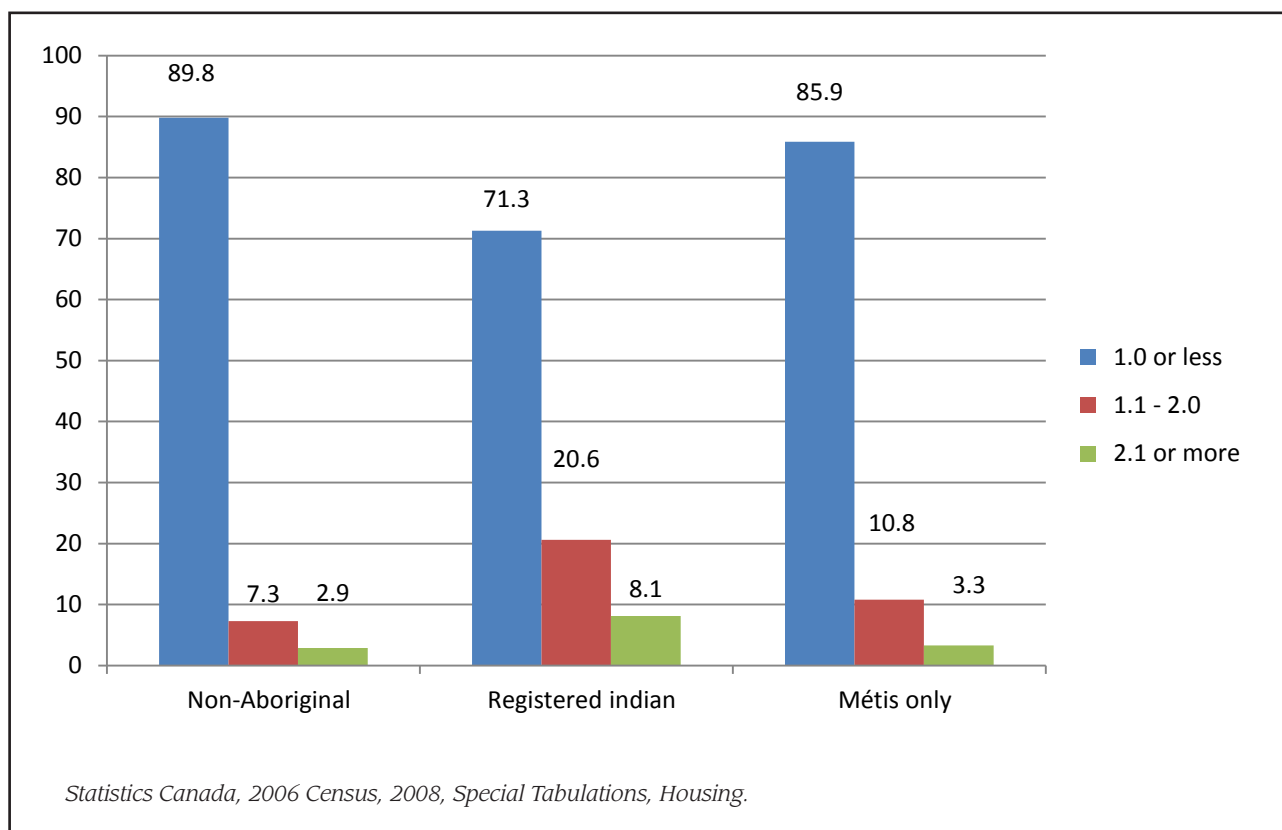
In Winnipeg, a broader range of rental accommodations options is available. All identity groups have lower rates of home ownership in Winnipeg, when compared to other areas of the province. The rates were 75.7 per cent, 24.2 per cent and 56.7 per cent for non-Aboriginal, registered Indian and Metis respondents, respectively. The home ownership rate is much lower for registered Indians and Metis in Winnipeg than it is outside of the city. The difference is less marked for non-Aboriginal people.

## 5.0 Suitability

The suitability of a dwelling to the needs of a household is expressed as a measure of the degree to which the household faces crowding. The National Occupancy Standard defines whether dwellings have an appropriate number of bedrooms for the size and composition of the family unit. Housing is considered suitable if it contains one bedroom for:

- each cohabiting couple
- each unattached household member aged 18 and over
- each same-sex pair of children under age 18
- an additional boy or girl, unless there are two opposite sex-children under the age of five, who may share one bedroom

Chart 7.2 Manitoba, Percentage of Identity Category, Suitability, Off-Reserve, 2005



In 2006, the majority of Manitobans off reserve lived in dwellings considered suitable to their needs. Their dwellings had an appropriate number of bedrooms for the size and composition of their households. There was no appreciable difference between Metis Manitobans and non-Aboriginal Manitobans in that regard. The situation was not as favourable for registered Indians. One out of four registered Indians lived in overcrowded conditions in Manitoba. In 2006, about 8.1 per cent of registered Indians lived in circumstances where more than two people occupied each bedroom of the dwelling, while approximately three per cent of non-Aboriginal and Metis Manitobans reported this degree of crowding.

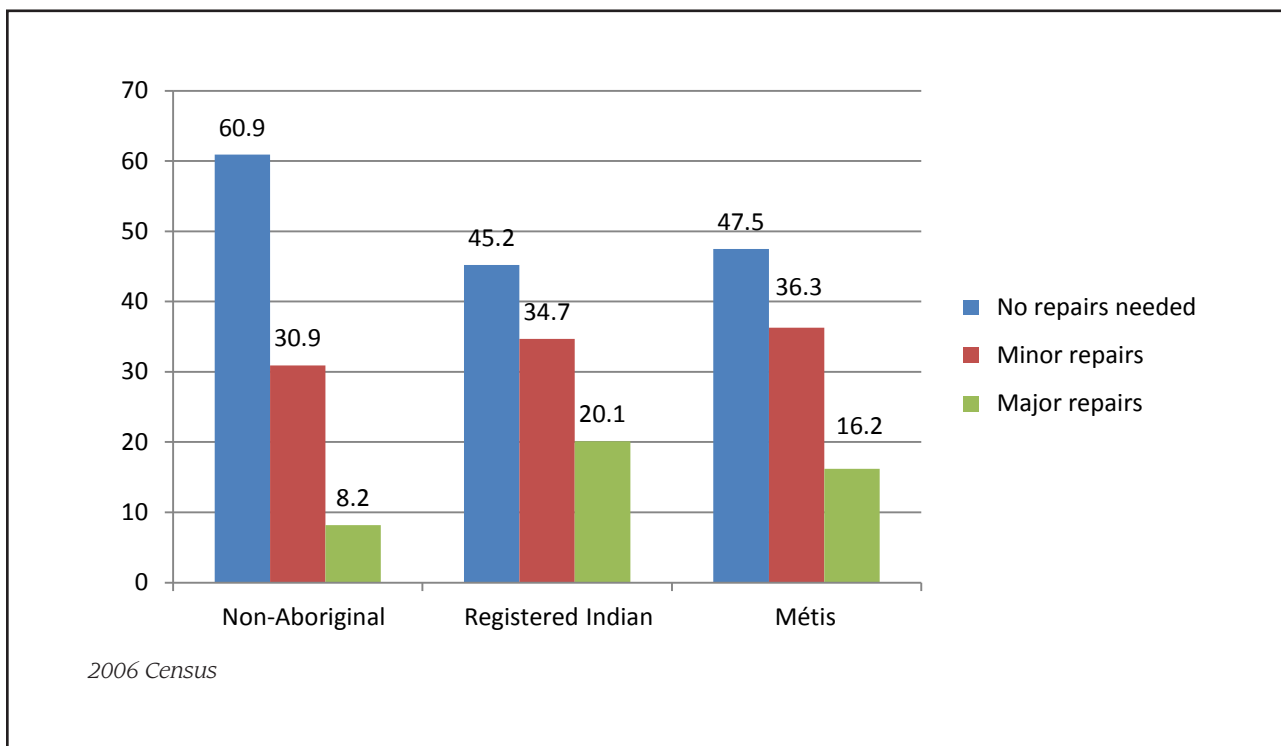
Despite the apparent disparity between registered Indians and other identity groups, the degree of over-crowding has fallen consistently and significantly over time for all Manitobans. This reflects the trend of decreasing household size, rising standards of living, the relative affordability of housing in Manitoba and a desire for more space and amenities in the home.

## 6.0 Condition

A second key component that speaks to the quality and adequacy of housing is the condition of the dwelling unit. Condition information is based on the respondent's assessment. Respondents are asked to indicate whether the dwelling where they resided the year before required minor repairs, major repairs or regular maintenance only.

In 2006, almost 61 per cent of non-Aboriginal Manitobans in off-reserve communities indicated their dwelling required no repair work, while approximately 31 per cent noted that minor repairs were needed and 8.2 per cent needed major repair work.

Chart 7.3 Manitoba, Percentage of Identity Group, Adequacy of Housing, 2005



A higher proportion of Aboriginal Manitobans resided in dwellings that required repairs, with 16.2 per cent of Métis and 20.1 per cent of registered Indian respondents, mentioning the need for major repairs to their dwellings.

For Winnipeg dwellers, trends were the same, except the percentage of dwellings requiring no repair was about two percentage points higher across all identity groups. The percentage of respondents reporting a need for major repairs was slightly lower for all three identity groups. While the condition of housing experienced by all identity groups was better in Winnipeg in 2005 compared to the province as a whole, registered Indians were consistently over-represented as occupants of lower quality housing in both Winnipeg and Manitoba.

In terms of dwelling condition, the situation is similar for Metis respondents. According to the 2006 Census, Metis and registered Indians live in dwellings that require major repair work at twice and 2.5 times the rate respectively of non-Aboriginal Manitobans.

## **7.0 Affordability**

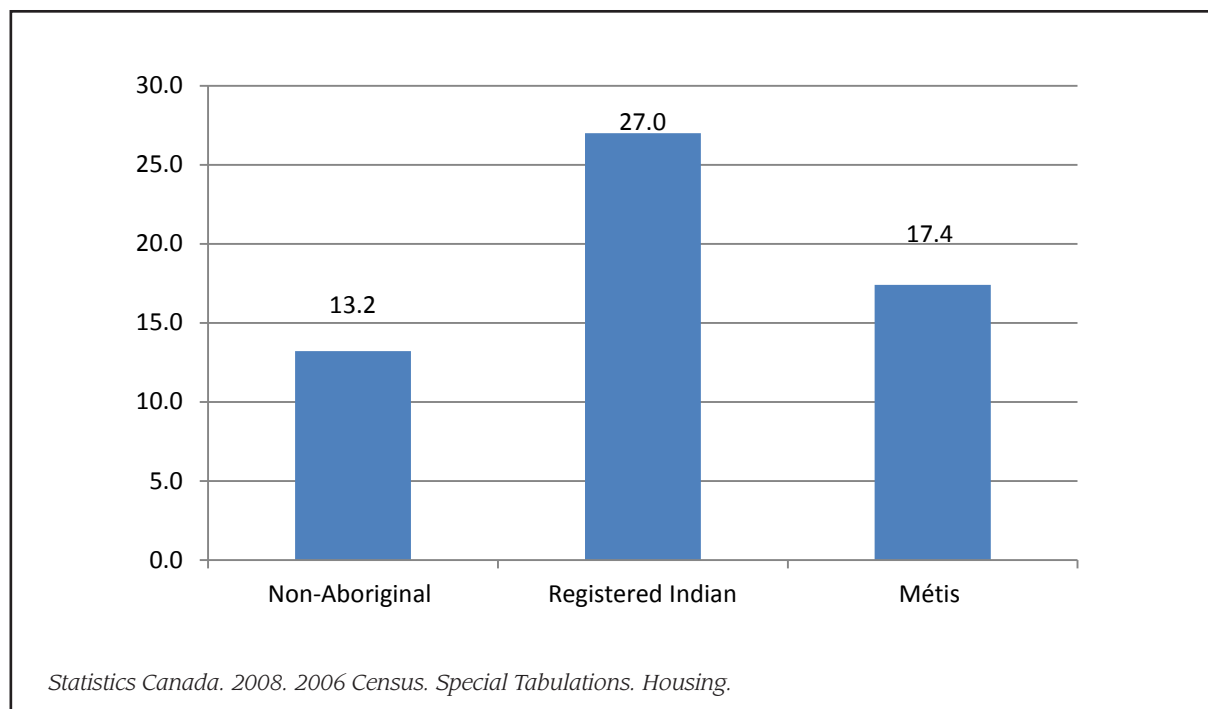
Affordability is a key factor that most often determines the type, suitability and quality of housing to which a household has access. Having less household income often means having to compromise on the size of the dwelling that can be purchased or rented, its condition and the neighbourhood in which it is located. Those who spend relatively more on housing than they can easily afford are left with lower amounts of disposable income for other essential purchases such as food, clothing and transportation.

As a general rule, a 30 per cent allocation of disposable income towards housing needs is considered a reasonable level, one that would enable the household to have sufficient resources remaining for other basic necessities. Households that spend more than 30 per cent of family income on housing are considered to be in core housing need. In other words, these households are at risk of having insufficient resources available for food, clothing and other essential needs. As a cautionary note in interpreting the data that follow, the use of any single percentage or rate may be misleading. Not all households manage their incomes in the same fashion, nor do they necessarily have the same needs in other expenditure areas. However, the 30 per cent rule is a general indicator that is widely used to approximate housing affordability.

Approximately 83.2 per cent of all Manitobans lived in households in which 30 per cent or less of disposable income is spent on housing in 2005. However, there were significant differences across the three identity groups. The percentage of registered Indians who lived in off-reserve households that spent 30 per cent or more of their income on housing was more than twice the rate of non-Aboriginal people. By comparison the rates for Metis Manitobans was 17.4 per cent and the rate for non-Aboriginal people was 13.2 per cent.



Chart 7.4 Manitoba, Off-Reserve, Percentage of Households which spend more than 30 per cent of income, by Identity Group, 2005



Another way of looking at housing affordability is to use a concept known as the shelter-to-income ratio (STIR). Rather than simply identifying the proportion of households or individuals living in households whose income levels are such that they are challenged on an ongoing basis to provide for their dwelling costs, STIR can provide insight into the proportion of income that is on average consumed by housing expenses.

According to information from special 2006 Census tabulations, 22 per cent of Aboriginal households spent 30 per cent or more of their income on shelter while the remaining 78 per cent experienced no housing affordability issues.

Among those in core housing need, 23.2 per cent were homeowners and the remainder, or 76.8 per cent, were renters. The owners spent an average of \$635 or 37.9 per cent, and the renters an average of \$513 or 40.8 per cent of their average household incomes on housing.

It is interesting to note that Aboriginal households who were not in core housing need had considerably higher monthly housing expenses, that is, almost \$815 per month for owners and \$583 per month for renters. Yet, these amounts accounted for only 15 per cent and close to 20 per cent of reported household incomes. From a comparison of these data, it appears that the primary cause for households being in core housing need is not shelter cost, but rather income.

Over time, the ratio of Aboriginal households determined to be in core housing need has declined from 34 per cent (1996 Census) to 25.8 per cent (2001 Census) to 22 per cent (2006 Census).

As housing has become more affordable for Aboriginal households, the percentage of household income spent on housing has declined steadily for renters. For instance, while renters who were in core housing need spent a significant amount of their incomes on housing, 40.8 per cent as reported in the 2006 Census, that amount in 2001 was 43.9 per cent and 45.1 per cent in 1996. Renters not in core housing need saw more modest reductions in the STIR ratio from 15.6 per cent, to 15.1 per cent to 15 per cent, beginning with the 1996 Census.

Aboriginal homeowners who were not in core housing need spent more on their dwellings than did their renting counterparts. Their costs were 17.4 per cent (1996 census) and 16.8 per cent (2001 and 2006 Census). Lower STIR levels can be attributed to steady declines in mortgage interest rates, which helped offset increasing sale prices for single residence dwellings.

Aboriginal households in core housing need who owned their dwellings saw sizeable growth, an average rate of 26.8 per cent, in their incomes between the last two Census surveys. Despite this improvement in incomes, their average STIR rose from 36 per cent to 37.9 per cent, as their cost of housing rose faster than their incomes.

For Aboriginal households as a whole, the housing affordability situation has improved, in terms of both the numbers of households in need and the percentage of total income required to offset housing expenditures. For many, incomes have risen faster than the cost of housing.

Housing is a complex matter, with such criteria as affordability, suitability and adequacy as key factors. According to CMHC, the majority of Aboriginal households living off-reserve in Winnipeg and Manitoba are able to access what is considered to be acceptable housing.

Table 7.1

Manitoba	Total # of households	Living in or able to access Acceptable Housing	
		% of all Households	Average Income (\$)
All Aboriginal Households	50,700	77.6	62,196
Owners	26,860	90.2	74,705
Renters	23,845	63.4	42,154
Winnipeg	Total # of households	Living in or able to access Acceptable Housing	
		% of all Households	Average Income (\$)
All Aboriginal Households	30,240	77.0	62,615
Owners	14,290	94.1	78,293
Renters	15,955	61.7	41,197

Statistics Canada, 2008, 2006 Census, Special Tabulations, Housing.

The majority of households in Winnipeg and Manitoba live in or are able to access acceptable housing. However, there are considerable differences between renters and owners in average income levels and their ability to access acceptable housing.

In Table 7.2, core housing need is examined by the type or source of need. Affordability is clearly the most frequent cause of an Aboriginal household being in 'core housing need,' followed by lack of suitability and adequacy.

Table 7.2 Core Housing Need, Aboriginal Population, by Type of Need, by Tenure, 2005

Manitoba - Aboriginal Households		Living in Core Housing Need, by type of need				
	Total # of Households	% of households in core housing need	Avg. Income (\$) of those in need	% below affordability standard	% below adequacy standard	% below suitability standard
All Households	50,700	22.4	19,075	15.9	6.9	6.7
Owners	26,860	9.8	23,751	6.2	4.2	1.8
Renters	23,845	36.6	17,661	26.8	10.1	12.4
Winnipeg - Aboriginal Households		Living in Core Housing Need, by type of need				
	Total # of Households	% of households in core housing need	Avg. Income (\$) of those in need	% below affordability standard	% below adequacy standard	% below suitability standard
All Households	30,240	23.0	17,622	18.0	5.5	7.8
Owners	14,290	5.9	21,343	5.0	1.3	1.1
Renters	15,955	38.3	17,109	29.6	9.2	13.8

Statistics Canada, 2009, 2006 Census, Special Tabulations, Housing.

For renters in core housing need, the suitability of a dwelling, one that has sufficient bedrooms for the number of occupants, is a factor in both Winnipeg and the rest of Manitoba. Aboriginal households tend to be larger than those of the population as a whole. Finding accommodation of the proper size appears to be a challenge, especially for families with lower incomes.

### 7.3 ON RESERVE HOUSING

About 37.8 per cent of First Nations households, including status and non-status Indians, lived on-reserve in 2006. The vast majority, or 82 per cent, lived in band housing, according to CMHC's Canadian Housing Observer. The remaining families either rented or owned their dwellings. Band housing is owned by the band and is assigned to families, who are responsible for maintenance and minor repairs. Major repairs and new construction are the responsibility of the band, with financial support for on-reserve housing projects coming from federal government transfer payments. Provincial governments have no legally defined role in on-reserve housing policy or activity.

#### **Condition of On-Reserve Housing in Manitoba**

Two indicators are used to assess the quality of on-reserve housing. The first is its suitability, defined as the numbers of bedrooms in the dwelling compared to the size and composition of the household. The second factor is adequacy, which measures the dwelling's condition in terms of the extent of repairs required to make the dwelling liveable.

Affordability, which is a key consideration with regard to off-reserve housing, is not a factor for those who have been allocated use of a dwelling, without need to pay monthly rent or to pay down a mortgage.

In terms of suitability and adequacy, on-reserve housing fares poorly in comparison to market-driven housing off-reserve.

The following table (7.3) provides a comparison of changes in the incidence of core housing need between renters and owners on reserve, and how the rates of incidence have changed between 2001 and 2006.

Table 7.3 Core Housing Need, Manitoba On Reserve, by Tenure, by Type of Need, 2005, 2001

On-Reserve Manitoba - 2006						
	Living In/Able to Access			Living below Adequacy and Suitable		
	Adequate/Suitable Housing			Standards and unable to access		
				Acceptable Housing		
	Total # of Households	% of all Households	Total % Below Standards	Total % Below Suitability	Total % Below Adequacy	Total % of Below Both
Total	13,950	56.6	43.4	6.9	25.5	11.0
Owners	1,395	65.6	34.4	5.4	19.4	9.0
Renters	1,120	66.1	33.9	7.1	17.0	9.4
Band Housing	11,435	54.5	45.5	6.9	27.1	11.5
On-Reserve Manitoba - 2001						
	Living In/Able to Access			Living below Adequacy and Suitable		
	Adequate/Suitable Housing			Standards and unable to access		
				Acceptable Housing		
	Total # of Households	% of all Households	Total % Below Standards	Total % Below Suitability	Total % Below Adequacy	Total % of Below Both
Total	12,620	63.1	36.9	7.7	20.6	8.6
Owners	1,275	65.5	34.5	5.9	20.0	8.6
Renters	1,060	73.6	25.9	8.5	12.7	5.2
Band Housing	10,285	61.6	38.4	8.0	21.5	8.9

Canada Mortgage and Housing Corporation, 2009, Canadian Housing Observer.

Between 2001 and 2006, dwellers in band housing and in on-reserve rental properties experienced the greatest deterioration in housing quality.

## 7.4 MOBILITY

The 2006 Census estimated Manitoba's Aboriginal population at 171,520. Nearly 50 per cent of Aboriginal people live in urban centres, 32 per cent live on reserves while the remaining 18 per cent live in communities scattered throughout rural Manitoba.

Winnipeg has the largest number of urban Aboriginal people, with an estimated number of 68,385 living in the city. This count does not include all of the Aboriginal people who may have lived in Winnipeg at some point during the year, but only those who were living in Winnipeg on that particular day.

More than half of Winnipeg's Aboriginal population moved at least once between 2001 and 2006.

About 43 per cent of the Aboriginal people in Winnipeg had lived at the same address five years earlier, compared to 62 per cent of the non-Aboriginal population. Between the 2001 and 2006 Census surveys, 42 per cent of the Aboriginal population had moved at least once within Winnipeg, and the rest (14 per cent) had moved to Winnipeg from another community. A community may refer to another municipality, a reserve or a rural area (Table 7.4).

Table 7.4 Mobility Status, by Identity, Winnipeg, 2006

Mobility status of Aboriginal and non-Aboriginal people five years of age or older, Winnipeg, 2006						
Mobility status	Aboriginal population			Non-Aboriginal population		
	Both sexes	Men	Women	Both sexes	Men	Women
	percent					
Lived at same address (dwelling) five years ago	43.4	44.9	42.0	62.1	61.6	62.5
Lived in same community but at a different address (dwelling)	42.3	41.3	43.2	25.9	26.2	25.6
Lived in a different community	14.3	13.8	14.8	12.1	12.2	11.9

Statistics Canada. 2008. 2006 Census. Special Tabulations. Population.

Another source of information about the mobility of Aboriginal Manitobans is the 2006 Aboriginal Peoples Survey (APS). The APS is a national survey, carried out every five years by Statistics Canada. It surveys Aboriginal peoples (First Nations peoples living off-reserve, Metis and Inuit) living in urban, rural and northern locations throughout Canada to provide data on the social and economic conditions of Aboriginal children, youth and adults.

The Aboriginal Peoples Survey was developed and implemented in partnership with the major national aboriginal organizations. It includes questions on a broad range of topics such as Aboriginal identity and ancestry, education, language, labour activity, income, health, communication technology, mobility, housing and family background.

When asked on the 2006 Aboriginal Peoples Survey why they moved to their current city, town or community, most Aboriginal people in Manitoba, excluding those living on reserves, reported family-related reasons, followed by work-related reasons.

In 2006, nearly 82 per cent of Aboriginal Manitobans reported living at the same address in the previous year, and 53 per cent had lived at the same address five years before. The respective rates for all Manitobans are 87 per cent and 60 per cent, indicating that Aboriginal Manitobans are on average marginally more mobile between locations within Manitoba than was the total provincial population.

In terms of inter-provincial migration patterns, the overall Manitoba population appears to be slightly more mobile than the Aboriginal population. As reported in the 2006 Census, one per cent of the total Manitoba population had lived in a different province the year before, compared with 0.98 per cent for the Aboriginal population. Of all Manitobans, 3.27 per cent had lived in another province or territory within five years of the 2006 Census. For the Aboriginal population, the rate was 2.78 per cent.

In conclusion, the Aboriginal population in Manitoba was somewhat more likely than the non-Aboriginal population to have moved to another residence in the province within both one and five years of the 2006 Census. However, Aboriginal Manitobans are less likely than non-Aboriginals to have moved into the province from another jurisdiction over the same periods.

# CHAPTER EIGHT: JUSTICE

## 8.1 ABORIGINAL PEOPLE AND THE JUSTICE SYSTEM

It has been well documented that Aboriginal people are overrepresented in the criminal justice system all across Canada. The situation is most severe in the Prairie Provinces and Territories.

Data on over-representation are available from Statistics Canada and the Canadian Centre for Justice Statistics – a division of Statistics Canada. Their reports provide a national perspective on crime in Canada with some provincial and territorial comparisons. As well, there is some national information on First Nations communities, but provincial data breakdowns are not available. Another challenge presented by the data is that they do not provide specific First Nations, Metis and Inuit breakdowns. However, some statistical information is available and the data that follows provides a picture of the recent history of Aboriginal peoples' experience with the criminal justice system in Manitoba.

In examining the correctional system specifically, Statistics Canada indicates that in all provinces (especially Manitoba and Saskatchewan) and territories, the representation of Aboriginal adults and youth for both males and females in custody and under the supervision of community corrections significantly exceeds their representation in the general population.

Table 8.1 describes the percentage of adult admissions to provincial sentenced custody, by Aboriginal identity for Manitoba.

	2004/05	2005/06	2006/07	2007/08	2008/09
Manitoba	70	71	69	69	71

Source: Statistics Canada, Centre for Justice Statistics, Adult Correctional Survey.

In order to provide context, it is important to note that Aboriginal people comprise only 12 per cent of the population in Manitoba (2006 Census).

As well, we know Aboriginal youth have higher levels of representation in sentenced custody compared to their representation in the Canadian youth population in all provinces and territories.

At a national level, Aboriginal youth accounted for 24 per cent of admissions to custody or probation in 2005/2006, yet comprise only six per cent of the total Canadian youth population. In total, there were 7,516 admissions of Aboriginal youth to custody or



probation in 2005/06. In Manitoba specifically, Aboriginal youth represented 86 per cent of all admissions to sentenced custody, 79 per cent of all admissions to remand (pre-trial detention) and 63 per cent of all admissions to probation. For comparison, Aboriginal youth comprise 23 per cent of the youth population in Manitoba.

**Table 8.2 Youth in Custody, Manitoba**

Secure Custody	2004	2005	2006	2007	2008
Aboriginal	114	76	99	79	126
Non-Aboriginal	22	19	12	17	10

Source: Statistics Canada. 2010. Summary Tables Youth Correctional services, admissions to provincial and territorial programs, by province and territory (Manitoba). Last updated July 27, 2010. <http://www40.statcan.gc.ca?101/cst01/legal42h-eng.htm> .

The picture of Aboriginal peoples’ experience as victims of crime in Manitoba is not as clear. No provincial data are available to assist in understanding victimization rates among the Aboriginal population. Statistics Canada has released reports containing a national level description of the rates of victimization and offending among the Aboriginal population in Canada. These reports found that Aboriginal people are much more likely than non-Aboriginal people to be victims of violent crime and spousal violence. Unfortunately, these reports do not contain provincial level data (Statistics Canada – Catalogue no. 85-002, 2006 and Catalogue no. 85-002-X, 2011).

To better understand Aboriginal peoples’ experience with the justice system and the over-representation of Aboriginal people in the criminal justice system, in 1991 the Manitoba government commissioned the Aboriginal Justice Inquiry and then in 1999, established the Aboriginal Justice Implementation Commission (AJIC).

The government has responded to the recommendations of the AJIC by taking steps to make justice processes more respectful of Aboriginal cultures and values and has provided funding for a number of Aboriginal justice initiatives, including:

- Encouraging and supporting the development of on reserve Aboriginal policing programs – Community policing for First Nations includes the RCMP Aboriginal Community Constable Program and the First Nations Community Policing Service. As of 2009/10, 15 of 63 First Nations communities in Manitoba have policing agreements, including the Dakota Ojibway Police Service that serves five First Nations communities.

- Addressing the needs of Aboriginal accused and sentenced offenders – The Aboriginal Courtwork Program helps Aboriginal people develop a better understanding of their rights and obligations in the criminal justice system. As well, Manitoba courts encourage First Nation communities to enhance their involvement in the court process through the input of community elders into sentencing and in their release decisions. Elders are also extensively involved throughout the correctional system.
- Supporting community-based justice programs that incorporate Aboriginal traditions and culture – Through the First Nations Community Justice Worker Program within Manitoba Keewatinowi Okimakanak (MKO) communities, many Aboriginal communities have begun using community justice workers to provide community-based resolutions to minor criminal matters. Traditional healing methods may be used as a way of resolving these cases. Funding to the Program has been extended in order for it to be expanded to other Aboriginal communities in partnership with the Manitoba Metis Federation (MMF) and Southern Chiefs Organization (SCO). Onashowewin is a similar program that offers community justice services to Aboriginal adults and youth in Winnipeg.



