

Estimating the Population Impacts of the E-Dbendaagzijig Naaknigewin

Prepared for the

Union of Ontario Indians
Nipissing First Nation

by

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Section 1

Introduction

Background and Purpose of the Study

The Grand Council of Chiefs of the Union of Ontario Indians has embarked on a process of developing and implementing a law governing citizenship (the **E-Dbendaagzijig Naaknigewin**) in the Anishinabek Nation of Ontario. Although subject to further revisions and refinements, the E-Dbendaagzijig Naaknigewin differs from the existing membership rules of most Ontario Anishinabek First Nations in that it proposes to extend eligibility for citizenship to all descendants of Anishinabek First Nations band members (whether alive or deceased). This would include current band members and their descendants and former band members who lost their status as band members as a consequence of various provisions of the current and previous versions of the Indian Act and their descendants. The proposed citizenship law forms a central component of a broader initiative which seeks to develop a self-governing Anishinabek Nation.

Against this backdrop, the Union of Ontario Indians has requested consulting services to assist the organization in the process of assessing the possible social, political, economic, cultural and other impacts of the E-Dbendaagzijig Naaknigewin. Many of the impacts of the proposed citizenship law are expected to be associated with pronounced changes in the size and composition of the Anishinabek population that would result from the application of the E-Dbendaagzijig Naaknigewin. As such, a critical requirement of the process of evaluating the impacts the proposed citizenship law relates to estimating the nature and scale of demographic changes that could result from its implementation.

This report presents the results of an initial stage of research that focuses on estimating how the current and future population eligible for citizenship under the E-Dbendaagzijig Naaknigewin would differ from that eligible for First Nations membership and Indian

registration under current First Nations membership rules and the rules governing Indian registration (i.e. Section 6 of the 1985 Indian Act).¹ Population impact estimates have been developed for each of the 40 First Nations that comprise the Union of Ontario Indians as well as for the aggregate of these First Nations (hereafter referred to as the Anishinabek Nation of Ontario).

Data Sources

Statistical estimates of the population changes associated with implementing the proposed citizenship law are based primarily on analysis of two sources of demographic data, the Indian Register and the Census of Canada. Estimates based on the Indian Register use population data for the baseline year 2008 and have been adjusted for late reported births and deaths. As the Indian Register-based estimates do not capture the descendants of all individuals who may be eligible for citizenship under the proposed (e.g. those for whom no ancestral record remains on the Indian Register), they should be viewed as reflecting the lower bound of the population. An upper bound estimate of the population eligible for citizenship under the proposed law has also been developed using Aboriginal ancestry data from the 2006 Census of Canada, adjusted for survey under-coverage and updated (extrapolated) to reflect the 2008 baseline year. Additional information concerning the properties and limitations of these data sources is provided in later sections of the report.

Structure of the Report

The remainder of this report is structured into four sections. Section 2 provides a brief description of the concepts of Indian registration, membership and citizenship and their relationship to the populations of Anishinabek First Nations in Ontario. Section 3 explores the population implications associated with maintaining the existing rules (i.e.

¹ It is expected that later stages of the assessment process will attempt to address other aspects of the impacts of implementing the proposed citizenship law. A second research stage planned for this study, a discussion paper (forthcoming) will outline options and approaches for conducting a broader impact assessment of the proposed citizenship law.

the status quo). Section 4 identifies the expected changes to the size and composition of the populations of Ontario's Anishinabek First Nations that would result from applying the proposed citizenship law. A final section (Section 5) provides a brief summary of the main findings of this stage of the research.

Section 2

Indian Registration, Membership and Citizenship

To provide some needed context for the issues addressed in this study, it is useful to briefly examine the concepts of Indian registration, membership, and citizenship and how these concepts relate to the populations of First Nations in Canada and First Nations comprising the Union of Ontario Indians.

Indian Registration, Membership and Citizenship

With respect to Indian registration and membership, the amendments to the 1985 Indian Act (often referred to as Bill C-31) introduced two critical changes, including:

- new rules governing entitlement to Indian registration for all children born after April 16, 1985 (Section 6); and
- the opportunity for individual First Nations to develop and apply their own rules governing First Nations membership (Section 10).

Indian Registration under the 1985 Indian Act

The new rules governing Indian registration are contained in Section 6 of the 1985 Indian Act and allow for individuals to be registered under one of two sub-sections, including:

Section 6(1) where both of the individual's parents are entitled to Indian registration; and

Section 6(2) where one of the individual's parents is entitled to Indian registration *under Section 6(1)* and the other parent is not entitled to registration.

Although not stated directly in the 1985 Indian Act, the rules contained in Section 6 imply that individuals who have only one Indian parent registered under Section 6(2) do not qualify for Indian registration. As noted by Clatworthy and Smith (1992)

and several others, registration entitlement among descendants will depend greatly on the nature of the parenting patterns of First Nations peoples. Table 1, which provides a summary of the registration entitlement of descendants born to specific parenting combinations, reveals that two successive generations of Indian/non-Indian parenting results in the loss of registration entitlement among the off-spring of the second generation. Among populations where parenting with non-Indians is common, many descendants can be expected to lack entitlement to Indian registration under the provisions of the 1985 Indian Act.

Table 1
Parenting Combinations and Consequences for Indian Registration Entitlement Under Section 6 of the 1985 Indian Act

Parent's Entitlement	Parent's Entitlement	Child's Entitlement
Section 6(1)	Section 6(1)	Section 6(1)
Section 6(1)	Section 6(2)	Section 6(1)
Section 6(2)	Section 6(2)	Section 6(1)
Section 6(1)	Not Entitled	Section 6(2)
Section 6(2)	Not Entitled	Not Entitled
Not Entitled	Not Entitled	Not Entitled

First Nations Membership under the 1985 Indian Act

Prior to the 1985 Indian Act, the concepts of Registered Indian status and First Nations (or Band) membership were equivalent. “Band members” were defined as individuals contained on the Indian Register (or Treaty List) for a given First Nation. Since 1985, the rules governing Indian registration (i.e. Section 6 of the 1985 Indian Act) continue to determine membership only for those First Nations that have *not* adopted their own membership rule. For First Nations that have adopted their own membership rule under Section 10 of the 1985 Indian Act, the “Band” or “Membership” list is maintained by the First Nation and is distinct from the Indian Register.² ***For many First Nations, the***

² This is also the case for those First Nations that have established self-government arrangements.

population eligible for membership can differ from that entitled to Indian registration.

The distinction between Indian registration and First Nations membership is important, as registration and membership convey different sets of rights, entitlements and benefits. For example, **Indian registration** guarantees freedom from taxation on reserve, eligibility for post-secondary education support, access to a broad range of free health care services provided under Health Canada's Non-Insured Health Benefits (NIHB) program, and treaty entitlements. The size of the population registered under the Indian Act is also one of the factors considered in the process of determining financial allocations to First Nations for **some** programs and services.

Membership, on the other hand, not only imparts a sense of belonging to a community, but also conveys political rights (including the right to vote in First Nation elections and to run for Council). In many First Nations, membership is also a necessary condition for access to a wide range of programs and services administered by the First Nation. As electoral rights and other benefits/privileges are tied explicitly to membership, many First Nations equate membership with "**citizenship**" (which can loosely be defined as a legal affiliation with a state or nation).

Types of First Nations Membership Rules

Research conducted by Clatworthy and Smith (1992) for the Assembly of First Nations and updated recently by Clatworthy (2005), has identified the characteristics of membership rules adopted by First Nations in Canada. Clatworthy and Smith identified four main types of membership rules adopted under Section 10 of the 1985 Indian Act, including:

- **Limited One Parent (or Act Equivalent) rules**, where eligibility for membership requires that a person have at least one parent who is a member and that the person **also** be entitled to Indian registration;

- **Unlimited One Parent rules**, where eligibility for membership requires that a person have at least one parent who is a member, regardless of the person's entitlement to Indian registration;
- **Two Parent rules**, where eligibility for membership requires that both parents of the person be members; and
- **Blood Quantum rules**, where a person's eligibility for membership is determined on the basis of the amount of "Indian blood" that person possesses in relation to a minimum standard.³

Although differing in many ways, each of these types of rules determines membership eligibility on the basis of the eligibility of one's parents (i.e. eligibility is passed from parents to children under certain conditions). Given this situation, the future population eligible for membership, like that entitled to Indian registration, will be greatly impacted by the parenting patterns of First Nations peoples. The nature the impact, however, will differ by type of membership rule.

"Citizen" Classes and Population Fragmentation

As noted by Clatworthy and Smith (1992), the separation of Indian registration from First Nations membership can result in the fragmentation of First Nations populations into "classes of citizens" with differing rights and entitlements. This fragmentation results from the fact that the consequences of Indian/non-Indian (or member/non-member) parenting with respect to transferring membership eligibility to future generations differs among the various types of rules. For example, parenting between a member and non-member within the context of First Nations that use two-parent membership rules

³ Although noting the complexity and variability of the membership rules, Clatworthy and Smith identified two features which are common to nearly all of the rules examined, including: definitions of the population eligible for initial membership and descent rules which determine how membership eligibility is transferred to future generations. Their typology relies heavily on these two central features of the rules. A third feature, identified in many membership rules, was also accommodated in the typology. This feature relates to specific limitations which are placed on descendants, including such factors as the requirement that an individual be eligible for Indian registration or that the individual possesses a minimum blood quantum.

extinguishes the right to membership for all future descendants of that member. By way of contrast, all future descendants of members retain membership eligibility within the context of First Nations that use unlimited one parent rules, regardless of the parenting choices that are made by members.

In assessing the potential impacts of the various types of membership rules, Clatworthy and Smith suggest that inequalities associated with the class distinctions which emerge from the interplay of the rules governing Indian registration and First Nations membership can serve as a source of internal conflict in First Nations communities.⁴ They further postulate that legal challenges and jurisdictional squabbles among governments over responsibilities for the provision and funding of services to various segments of First Nations populations are also likely to develop.

Membership in First Nations Comprising the Union of Ontario Indians

On the basis of information compiled by Clatworthy and Smith (1992) and updated by Clatworthy (2005), thirteen (13) of the 40 First Nations comprising the Union of Ontario Indians have adopted membership rules under Section 10 of the Indian Act. Using the typology developed by Clatworthy and Smith, the membership rules adopted under Section 10 by UOI First Nations can be grouped in four categories, as identified in Table 2. As revealed in the table, five (5) First Nations with roughly 11% of the total population of all UOI First Nations were identified to be using one parent rules that did not require members to be eligible for Indian registration (i.e. unlimited one parent rules). The membership rules of these five First Nations are, in general terms, similar to the proposed citizenship law under consideration in this study. Five (5) other First Nations were identified to be using blood quantum rules, including four that employed a minimum blood quantum standard of 50% and one that used a minimum blood quantum

⁴ There is some existing evidence of the presence of conflict surrounding First Nations membership issues. Litigation involving citizen challenges to specific provisions of some First Nations membership rules has been undertaken (e.g. Corbierre, Perron, Starlight (Sawridge) and L'Hirondelle (Tsuu T'ina)). Disagreements among citizen groups over membership issues have also been reported in other First Nations contexts (e.g. Buffalo Point and Kahnawake).

standard of 25%. In 2008, these First Nations contained about 10% and 2% of the registered populations of First Nations comprising the Union of Ontario Indians, respectively.

Table 2

First Nations and Population by Types of Membership Rule, First Nations Comprising the Union of Ontario Indians, 2005

Type of Membership Rule	First Nations	% of First Nations	2008 Population	% of Population
Indian Act (or Act Equivalent) <i>Sagamok, Sandpoint, Garden River, Chippewas of the Thames, Zhiibaahaasing, Shequiandah, Long Lake No. 58, Pays Plat, Pic River, Pic Mober, Wikwemikong, Biinjitiwaabik Zaaging, Mnjikaning, Beausoleil, Curve Lake, Munsee-Delaware, Aamjiwnaang, Magnetawan, Aundeck-Omni-Kaning, Red Rock, Mississauga, Dokis, Nipissing, Whitefish Lake, Moose Deer Point, Scugog Island, Alderville, Pikwakanagan, Michipicoten and Wahnapiatae</i>	30	75	52,980	77
Unlimited One Parent <i>Sheshegwaning, Serpent River, Thessalon, Whitefish River and Fort William</i>	5	13	7,506	11
50% Blood Quantum <i>Georgina Island, Kettle and Stony Point, M'Chigeeng, and Henvey Inlet</i>	4	10	7,173	10
25% Blood Quantum <i>Wasauksing</i>	1	2	1,340	2
Total	40	100	68,999	100

Note: The Indian Act category includes three First Nations that adopted rules under Section 10 of the Indian Act that were identified to be the same as the rules governing Indian registration.

Source: Clatworthy (2005)

The remaining 30 UOI First Nations presently determine membership using the rules governing Indian registration or Section 10 rules which were identified to be equivalent to those for determining Indian registration. In 2008, these 30 First Nations accounted

for a large majority (about 77%) of the registered populations of First Nations comprising the Union of Ontario Indians.

Collectively, the membership rules operating in UOI First Nations have the potential (in concert with Section 6 of the Indian Act) to create up to four classes of “citizens”. “Citizen” classes associated with each type of rule are identified in Table 3. The estimated distribution of the 2008 population of First Nations comprising the Union of Ontario Indians is presented in Figure 1. As of that date, a large majority (about 76%) of the population of UOI First Nations were both entitled to Indian registration and eligible for membership. Individuals who lacked both registration entitlement and eligibility for membership formed about 20% of the population. Roughly 4% of the population lacked registration entitlement but retained membership eligibility, while less than 1% was entitled to Indian registration but did not meet the requirements for membership.

Table 3

Possible “Citizen Classes” within First Nations Comprising the Union of Ontario Indians by Type of Membership Rule

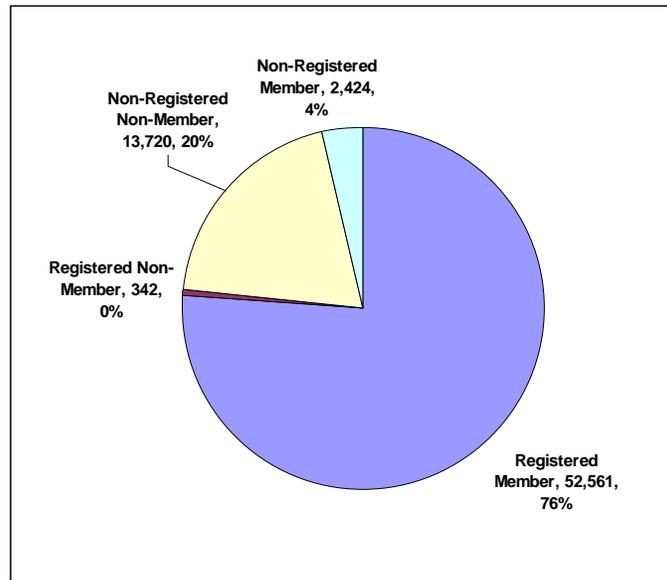
Type of Membership Rule	Registered Indian		Not Registered	
	Member	Non-Member	Member	Non-Member
Indian Act (or Act Equivalent)	Yes			Yes
50% Blood Quantum Rule	Yes	Yes		Yes
25% Blood Quantum Rule	Yes	Yes	Yes	Yes
One Parent Rule	Yes		Yes	

Parenting Patterns

Several prior researchers have demonstrated that the future composition of First Nations populations will be greatly affected by parenting patterns. Of critical importance in this regard, is the prevalence of Indian/non-Indian parenting (i.e. parenting between

Figure 1

**Estimated Population of First Nations Comprising the Union of Ontario Indians
by Indian Registration Entitlement and Membership Eligibility, 2008**



Source: Based on analysis of data contained on the 2008 Indian Register

individuals who are registered with those who are not registered).⁵ High rates of Indian/non-Indian parenting can be expected to hasten the process of loss of registration among descendants and also hasten the fragmentation of First Nations populations into classes of citizens with differing rights and entitlements.

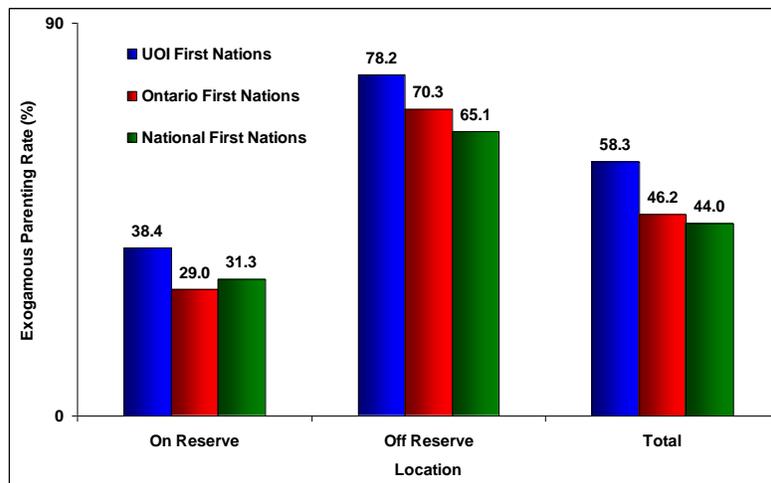
Data contained on the Indian Register allow one to link the registration entitlement of children with that of their parents. Such data can be used to obtain reliable estimates of the prevalence (i.e. rates) of Indian/non-Indian parenting for the aggregate of UOI First Nations as well as for individual First Nations. Estimates based on children born during the 2003-2008 time period are presented for the aggregate of UOI First Nations

⁵ The terms “out-marriage” or “inter-marriage” have frequently been used to describe this process. Both terms are misleading, as they imply that parental marital status has a bearing on a child’s registration entitlement. While marriage was a factor affecting entitlement under the previous (pre-1985) Indian Act, marriage is of no consequence under the 1985 Indian Act. Entitlement is based solely on the entitlement of one’s parents, regardless of the parents’ marital status. The proper demographic term for this process is **exogamous parenting** which refers to parenting involving members of distinct or different ethnic or racial groups. In this paper, the term **Indian/non-Indian parenting** is used.

in Figure 2, along with comparable estimates for all First Nations in Ontario and Canada. As revealed in the table, the observed rate of Indian/non-Indian parenting among the combined on- and off-reserve populations of UOI First Nations (58%) is substantially higher than that observed for all First Nations in Ontario (46%), as well as for that observed nationally (44%). As a group, First Nations comprising the Union of Ontario Indians also displayed much higher rates of Indian/non-Indian parenting both on and off reserve.

Figure 2

Estimated Rate of Indian/Non-Indian Parenting Among First Nations Populations Comprising the Union of Ontario Indians, 2003-2008

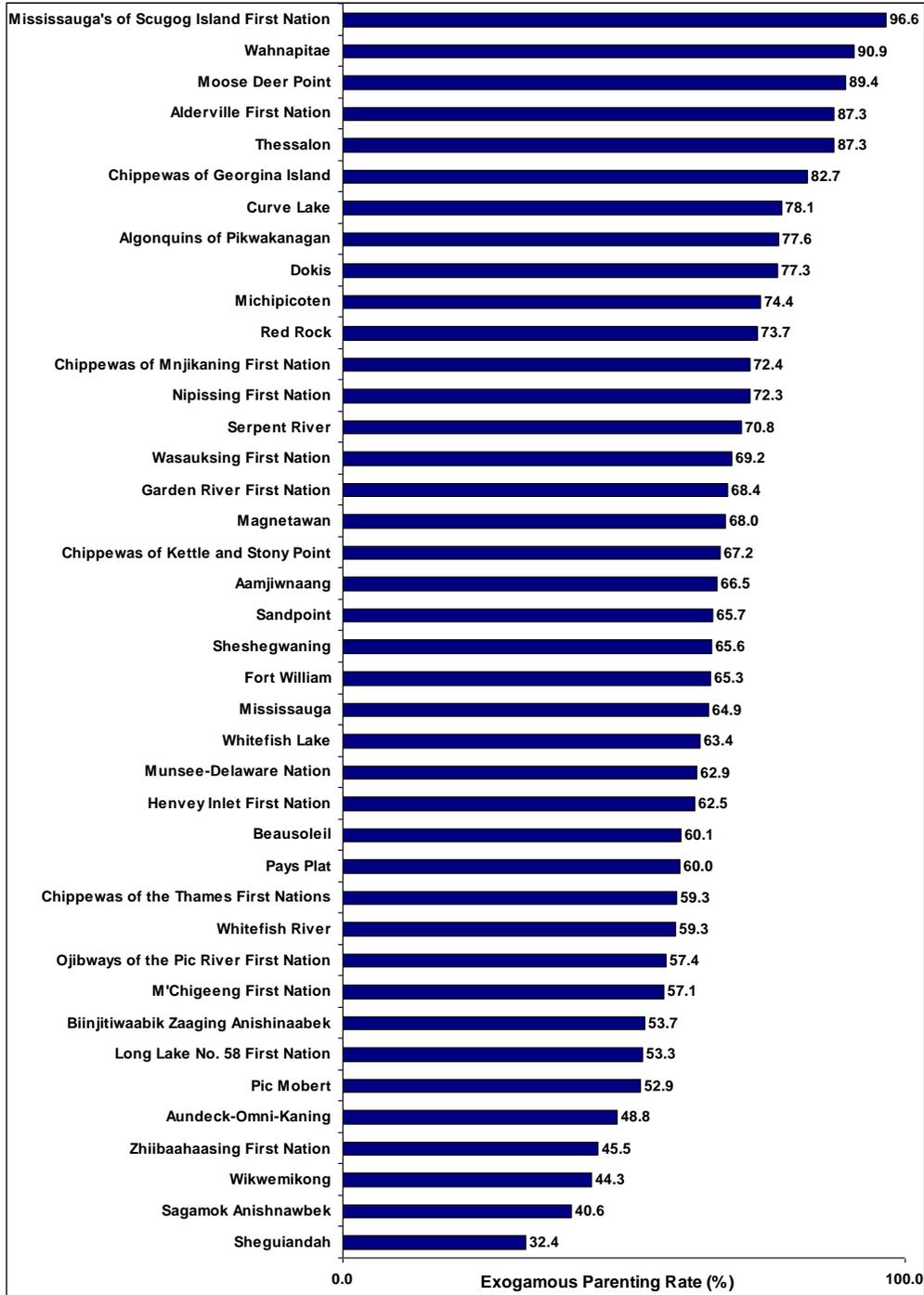


Source: Based on analysis of data from the 2008 Indian Register

Figure 3 provides First Nations-level estimates of the rates of Indian/non-Indian parenting observed for the same time period. The figure reveals that with the exception of Shequiandah and Sagamok, First Nations comprising the Union of Ontario Indians reported rates of Indian/non-Indian parenting that exceeded the national average. With the exception of 4 First Nations, rates of Indian/non-Indian parenting among UOI First Nations also exceeded the average for Ontario First Nations. The high rates of Indian/non-Indian parenting observed for the majority of UOI First Nations generally imply that the impacts of the rules governing Indian registration and membership on these First Nations will become pronounced much earlier than among First Nations in other regions of the country.

Figure 3

Estimated Rate of Indian/Non-Indian Parenting Among Individual First Nations
Comprising the Union of Ontario Indians, 2003-2008



Source: Based on analysis of data from the 2008 Indian Register

Section 3

Population Implications of Maintaining the Existing Rules (Status Quo)

As prelude to exploring the population implications of the proposed citizenship law, this section of the report presents the results of a series of population projections that examine the population changes that are expected to occur among First Nations comprising the Union of Ontario Indians assuming that the existing rules governing Indian registration and membership remain unchanged (i.e. a status quo scenario). In the following section, projections that factor in the proposed citizenship law are compared to the status quo projections (reported in this section) to provide estimates of the incremental population impact associated with implementing the proposed law.

The Projection Approach and Methodology

Resources for this study did not allow for projections to be developed for each individual First Nation whose membership is regulated under the Indian Act legislation. The projections have been carried out for reasonably small groups of First Nations which display similarity in terms of the two key factors which are expected to influence their future populations. These factors include ***the type of membership rule in use and the rate of Indian/non-Indian parenting.***

Developing First Nations Projection Groups

Information concerning the type of membership rule and rate of Indian/non-Indian parenting reported in the previous section of this report were used to assign individual First Nations into groups to support the projections. The assignment resulted in eight groups of First Nations as identified in Table 4. The table also identifies the type of membership rule and average rate of Indian/non-Indian parenting associated with each group.

Table 4

First Nations Comprising the Union of Ontario Indians Grouped by Type of Membership Rule and Rate of Indian/non-Indian Parenting

First Nation and Existing Membership Code Type	Rate of Indian/Non-Indian Parenting
Group 1: Indian Act Equivalent Rule	
Sagamok Anishnawbek, Sandpoint and Garden River	High (57%)
Group 2: 50% Blood Quantum Rule	
Georgina Island, Kettle and Stoney Point, M'Chigeeng and Henvey Inlet	High (60%)
Group 3: 25% Blood Quantum Rule	
Wasauksing First Nation	Very High (70%)
Group 4: One Parent Rule	
Sheshegwaning, Serpent River, Thessalon and Whitefish River	Very High (72%)
Group 5: One Parent Rule	
Fort William	High (56%)
Group 6: Indian Act Rule	
Chippewas of the Thames, Zhiibaahaasing, Shequiandah, Long Lake No. 58, Pays Plat, Pic River, Pic Mobert, Wikwemikong, and Biinjitiwaabik Zaaging Anishinaabek	Moderate (46%)
Group 7: Indian Act Rule	
Mnjikaning, Beausoleil, Curve Lake, Munsee-Delaware, Aamjiwnaang, Magnetawan, Aundeck-Omni-Kaning, Red Rock, Mississauga, Dokis, Nipissing and Whitefish Lake	High (62%)
Group 8: Indian Act Rule	
Moose Deer Point, Scugog Island, Alderville, Pikwakanagan, Michipicoten and Wahnapiatae	Very High (80%)

Main Features of the Projection Models

The study's projections derive from a series of cohort-survival models which have been customized to incorporate not only the standard features of fertility, aging, and mortality, but also the membership and Section 6 Indian registration composition of the population, future population additions through Bill C-31, rates of Indian/non-Indian parenting, and assignment rules for allocating future children (births) to membership, Indian registration, and (in the case of blood quantum rules) blood quantum categories. The baseline populations and key parameters of the projections (i.e. fertility, mortality, future Bill C-31 additions, rates of exogamous parenting and assignment rules) have been configured to reflect the specific circumstances of each of the 8 sub-groups of

First Nations comprising the Union of Ontario Indians. Separate projection models were also configured for the populations residing on and off reserve.

Projections for each of the First Nations groups share a number of common assumptions with respect to future trends, including:

- Fertility rates of both males and females decline at a moderate pace (roughly 10% per decade) until such time as they reach the level of the current general Canadian population.
- Life expectancy among registered Indians and their descendants increases at a moderate pace until it reaches the level roughly comparable to the current general Canadian population (about 77 years for males and 83 years for females).
- Rates of Indian/non-Indian parenting, estimated for the 2003-2008 time period are assumed to remain constant throughout the projection period.
- Modest levels of net migration to reserves at rates observed for the 2001-2006 time period, as measured from data contained on the 2006 Census of Canada. Future rates of migration are assumed to gradually decline in scale over time until they approach zero net migration after 25 years.
- An additional 802 individuals will acquire registration through Bill C-31's reinstatement and registration provisions over the course of the initial 20 years of the projection period. Thereafter no further additions are assumed to occur. These additions are apportioned to projection groups on the basis of relative population size.

All of the population projections developed for this study have been structured by residency on and off reserve and span a 100-year time period (2008-2108). This time span can be viewed as roughly 4 generations into the future.⁶

⁶ Although two status quo scenarios were developed for this study, the report presents results associated with a scenario that assumes that the proposed legislative amendment to the Indian Act in response to the McIvor ruling (Bill C-3) is applied to the baseline population. This has the effect of increasing the baseline population entitled to Indian registration by about 4,400 individuals (or about 8%).

Structure of the Baseline (2008) Population

The baseline population used in the projections differentiates individuals by age group (5-year age cohorts), location (on/off reserve), Section 6 registry category (i.e. Section 6[1] or 6[2]), membership eligibility status (member/non-member), and (in the case of the blood quantum projection models) blood quanta.

Data concerning the actual membership status of individuals comprising First Nations populations that adopted rules under Section 10 of the Indian Act were not available to this study. As discussed by Clatworthy and Smith (1992), data contained on the Indian Register concerning Section 6 registry status, Bill C-31 registration status and date of birth can be used to develop quite reasonable estimates of the membership eligibility status of the current populations of First Nations that use different types of membership rules.

Depending upon the type of membership rule, the baseline population of First Nations may contain the following population sub-groups:

- individuals registered under Section 6[1] who are also eligible for membership (**Section 6[1] Members**);
- individuals registered under Section 6[1] who are *not* eligible for membership (**Section 6[1] Non-Members**);
- individuals registered under Section 6[2] who are also eligible for membership (**Section 6[2] Members**);
- individuals registered under Section 6[2] who are *not* eligible for membership (**Section 6[2] Non-Members**);

The legislative amendment (Bill C-3) attempts to respond to the ruling of the British Columbia Court of Appeal decision concerning *Mclvor vs the Attorney General of Canada*, which found specific provisions of the 1985 Indian Act to be discriminatory. As the federal government did not appeal the ruling to the Supreme Court, it should be assumed that some amendment to the existing Act will eventually be enacted. Although changes to the proposed amendment are possible, such changes are unlikely to dramatically affect the nature of the amendment or its short-term impacts on the population entitled to Indian registration.

- individuals who are not entitled to Indian registration but who are eligible for membership (**Non-Registered Members**); and
- individuals who are neither entitled to Indian registration nor eligible for membership (**Non-Registered Non-Members**).

Not all of these population sub-groups apply within the context of all projection groups. Possible sub-groups associated with each projection group are identified in Table 5.

Table 5

Possible Population Sub-Groups Associated With Alternative Membership Rules

Membership Code	Population Sub-Group					
	Section 6(1) Member	Section 6(1) Non-Member	Section 6(2) Member	Section 6(2) Non-Member	Non-Registered Member	Non-Registered Non-Member
Projection Groups 1, 6, 7 and 8 (Indian Act or Equivalent)						
Projection Groups 4 and 5 (One Parent Rule)						
Projection Group 2 (50% Blood Quantum)						
Projection Group 3 (25% Blood Quantum)						

Baseline Composition of the Anishinabek Population of Ontario

Data contained on Indian Register (adjusted for late reported births and deaths and non-entitled descendants) have been used to estimate the baseline population for each of the 8 projection groups (see Table 6). As of December 31, 2008, the total population of UOI First Nations (aggregated across all 8 projection sub-groups) was estimated to number 69,047 individuals, including both registered and non-registered descendants.⁷

⁷ The baseline populations used in the projections also differentiate the Registered Indian population by Section 6 registry. To simplify presentation of the findings, this level of detail has not been included in this section of the report.

Table 6

Distribution of Projection Group Populations by Indian Registration and Membership Eligibility, Union of Ontario Indian First Nations, 2008

On and Off Reserve					
Projection Group	Total Group Population	% of Total Group Population			
		Registered Member	Registered Non-Member	Non-Registered Member	Non-Registered Non-Member
Group 1	6,531	83.3	0.0	0.0	16.7
Group 2	7,173	87.5	< 0.1	0.0	12.5
Group 3	1,340	88.0	0.0	9.9	2.1
Group 4	4,816	76.9	0.0	23.1	0.0
Group 5	2,689	76.7	0.0	23.3	0.0
Group 6	16,444	91.5	0.0	0.0	8.5
Group 7	21,758	80.9	0.0	0.0	19.1
Group 8	8,296	67.6	0.0	0.0	32.4
UOI Total	69,047	82.4	< 0.1	2.7	14.9

Source: Estimated from the December 31, 2008 Indian Register
 The 2008 baseline population estimates have been adjusted to include the expected impacts of the proposed Bill C-3 legislative amendment

As revealed in the table, individuals who were eligible for First Nations membership and entitled to Indian registration (i.e. Registered Members) formed a substantial majority of the population (about 82.4%). Individuals who lacked both membership eligibility and Indian registration entitlement (i.e. Non-Registered Non-Members) formed the second largest group and accounted for about 14.9% the total population. Individuals who were not entitled to Indian registration but eligible for membership (i.e. Non-registered Members) formed about 2.7% of the total population. A comparatively small population (less than 0.1% the total) was estimated to have entitlement to Indian registration but were ineligible for First Nations membership.

Table 6 also reveals that the composition of the population varies widely among projection groups. Although individuals who were both registered and eligible for membership formed a majority of the population of all projection groups, other population sub-groups were concentrated among certain projection groups. For example, all of the population that was entitled to registration but ineligible for

membership was associated with First Nations that use 50% blood quantum rules (Projection Group 2). First Nations that use one parent rules (Projections Groups 4 and 5) or 25% blood quantum rules (Projection Group 3) accounted for all of the population that was not entitled to Indian registration but eligible for membership.

As revealed in Tables 7 and 8, quite large differences existed in the composition of populations living on and off reserve among First Nations comprising all projection groups. In general, populations living on reserve were almost exclusively composed of individuals who were both entitled to registration and eligible for membership. Much more diverse populations were identified among all groups living off reserve.

Table 7

Distribution of Projection Group Populations Living On Reserve by Indian Registration and Membership Eligibility, Union of Ontario Indian First Nations, 2008

On Reserve					
Projection Group	Total Group Population	% of Total Group Population			
		Registered Member	Registered Non-Member	Non-Registered Member	Non-Registered Non-Member
Group 1	2,767	98.9	0.0	0.0	1.1
Group 2	2,680	98.5	0.0	0.0	1.5
Group 3	400	97.3	0.0	2.5	0.3
Group 4	953	98.5	0.0	1.5	0.0
Group 5	968	96.0	0.0	4.0	0.0
Group 6	5,873	99.4	0.0	0.0	0.6
Group 7	5,920	97.7	0.0	0.0	2.3
Group 8	1,130	94.0	0.0	0.0	6.0
UOI Total	20,692	98.2	0.0	0.3	1.5

Source: Estimated from the December 31, 2008 Indian Register

Projected Population Changes Assuming Continuation of Status Quo

This sub-section of the report provides a summary of the changes in the size and composition of the populations of UOI First Nations that are expected to occur if the existing rules governing Indian registration and First Nations membership remain in force throughout the 100-year time period. The report initially explores changes that

Table 8

Distribution of Projection Group Populations Living Off Reserve by Indian Registration and Membership Eligibility, Union of Ontario Indian First Nations, 2008

Off Reserve					
Projection Group	Total Group Population	% of Total Group Population			
		Registered Member	Registered Non-Member	Non-Registered Member	Non-Registered Non-Member
Group 1	3,764	71.9	0.0	0.0	28.1
Group 2	4,493	80.9	< 0.1	0.0	19.1
Group 3	940	84.0	0.0	13.1	2.8
Group 4	3,863	71.6	0.0	28.4	0.0
Group 5	1,722	65.9	0.0	34.1	0.0
Group 6	10,572	87.0	0.0	0.0	13.0
Group 7	15,838	74.6	0.0	0.0	25.4
Group 8	7,166	63.4	0.0	0.0	36.6
UOI Total	48,356	75.7	< 0.1	3.7	20.6

Source: Estimated from the December 31, 2008 Indian Register

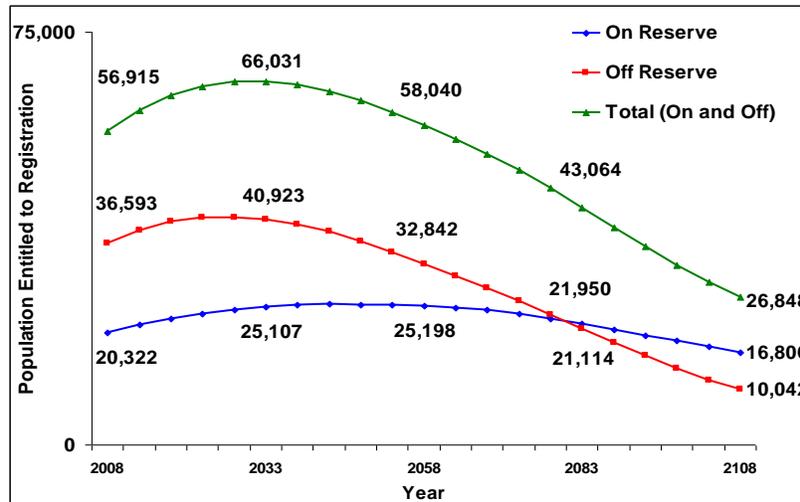
are expected to occur in the population that is entitled to Indian registration and then examines changes associated with the population eligible for First Nations membership. Population changes are presented in this report for the aggregate of the 40 First Nations that comprise the Union of Ontario Indians, although some additional detail is provided for the First Nation projection groups. First Nation-level estimates have also been developed but are available only in digital (spreadsheet) format.

Projected Population Entitled to Indian Registration

Figure 4 illustrates the projected population of UOI First Nations that is expected to be entitled to Indian registration assuming that registration entitlement continues to be governed by Section 6 of the 1985 Indian Act. As revealed the figure, the total population entitled to Indian registration is projected to increase for about one generation (25 years) reaching a maximum of about 66,000 individuals. Thereafter, the rules of section 6 of the Indian Act are expected to contribute to declines in the size of the population entitled to registration. After four generations, the population entitled to

Figure 4

Projected Population Entitled to Indian Registration by Location of Residence, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

registration is projected to fall to about 26,800 individuals, about 30,000 individuals (or 53%) lower than the 2008 population.

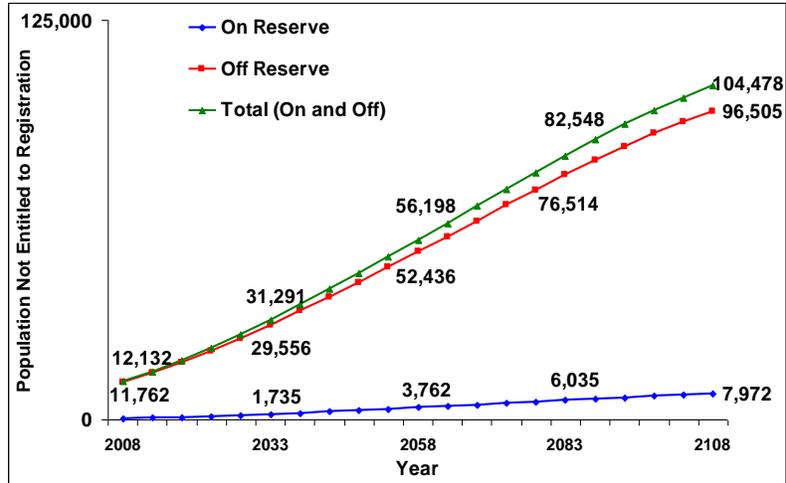
The figure also reveals that declines in the size of the population entitled to registration are expected to occur both on and off reserve. On reserve, the registered population is expected to increase for about 35 years reaching a maximum of about 25,500.

Subsequent declines would reduce the population to about 16,800 individuals after 4 generations. Growth in the population entitled to registration off reserve is projected to occur for only 20 years resulting in a peak population of about 41,300 individuals. Over the remainder of the projection period, the population is expected to decline quickly and approach a level of about 10,000 individuals after 4 generations. Projection trends suggest that further declines in the size of the population entitled to registration would continue both on and off reserve.

As illustrated in Figure 5, declines in the size of population entitled to Indian registration are projected to be accompanied by very rapid increases in the size of the population of

Figure 5

Projected Population of Non-Entitled Descendants by Location of Residence, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

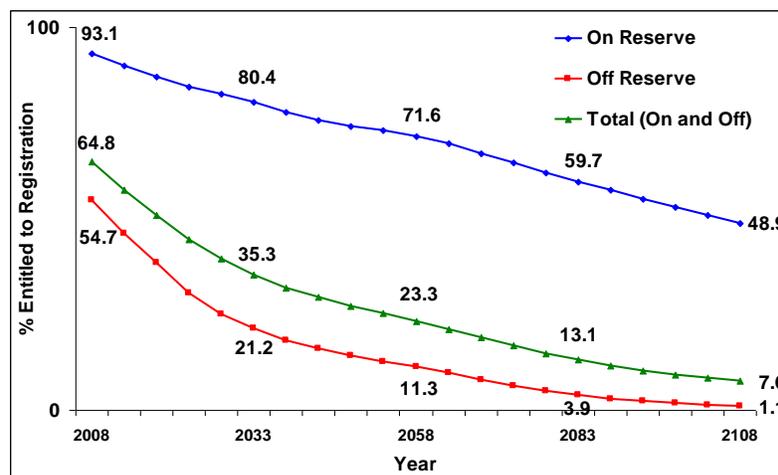
descendants that lacks entitlement to registration. For the combined population living on and off reserve the population of non-entitled descendants is projected to increase about 9-fold over the 4 generation period from roughly 12,100 (in 2008) to nearly 104,500 (in 2108). Although a large majority of the increase in the non-entitled population is expected to occur off reserve, the non-entitled population living on reserve is expected to increase to nearly 8,000 individuals within 4 generations, a level roughly 22 times larger than in 2008 (370 individuals). At that time, non-entitled individuals are expected to account for roughly 1 in every 3 descendants living on reserve and about 9 out of every 10 descendants living off reserve.

Although declining fertility is expected to play a minor role in the projected declines in the population entitled to Indian registration, most of the decline is expected to result from the interplay of Indian/non-Indian parenting and the rules governing registration entitlement. These two factors combine to result in a growing segment of children who lack registration entitlement at birth. The expected scale of this process is illustrated in Figure 6 which presents estimates of the share of children born at various future points

of time who are expected to qualify for registration under the current rules. For the combined population living on and off reserve, children who qualify for registration are projected to form minority of all children born within about 15 years. Within 4 generations, only 1 in every 2 children born on reserve and about 1 in every 100 children born off reserve are projected to qualify for registration.

Figure 6

Projected Share of Children Born with Registration Entitlement by Location of Residence, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

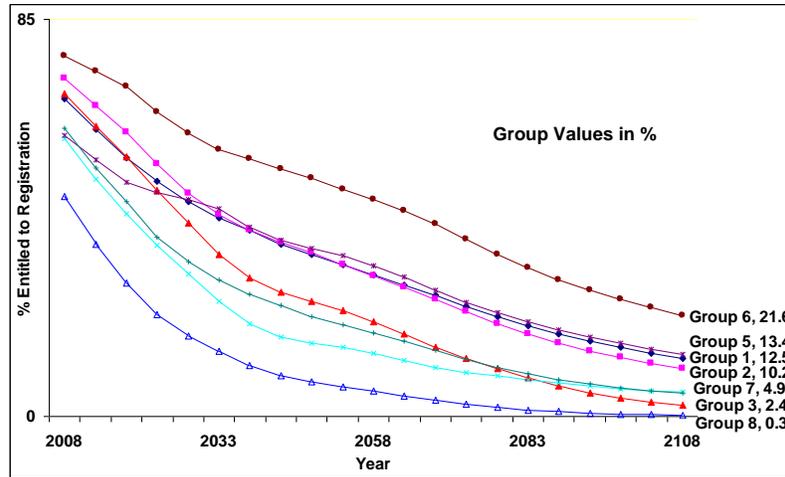
Loss of registration entitlement among descendants is projected to vary widely among First Nations. Figure 7, which presents projection group-specific estimates of the share of children born with registration entitlement, reveals that with the exception of First Nations comprising projection group 6, children who lack registration entitlement are expected to form a majority of all children born within 1 generation.

Projected Population Entitled to First Nations Membership

As a large majority of the First Nations comprising the Union of Ontario Indians determine membership eligibility according to the rules governing Indian registration, the general patterns of change for the population eligible for membership under the current rules are quite similar to those observed for Indian registration entitlement. Figure 8,

Figure 7

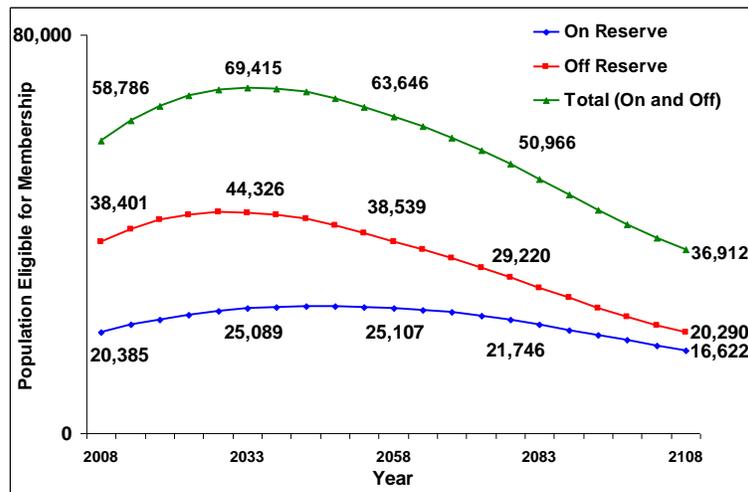
Projected Share of Children Born with Registration Entitlement by Projection Group, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

Figure 8

Projected Population of Eligible for Membership under Existing Rules by Location of Residence, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

for example, reveals that for the aggregate of UOI First Nations, the population eligible for membership is projected to rise for one generation (25 years) and peak at about 69,400 individuals. The membership-eligible population is thereafter expected to decline in size reaching about 36,900 individuals within 4 generations. Additional declines would be expected to occur beyond that point.

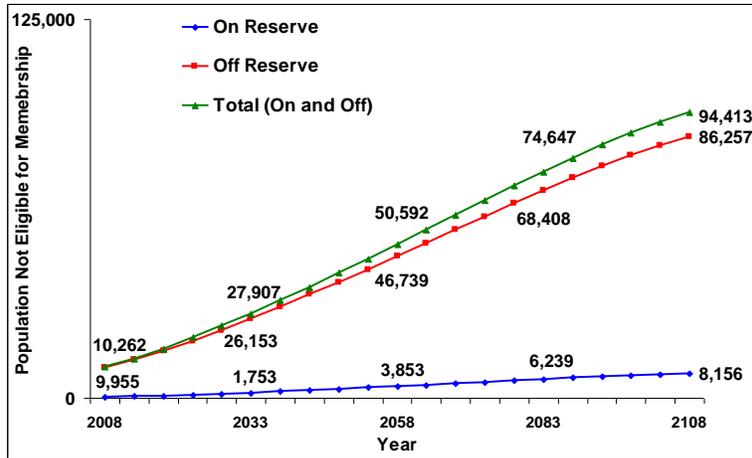
The figure also reveals that longer-term declines in the size of the population eligible for membership would occur both on and off reserve. These declines would be most pronounced and occur much earlier off reserve where the population eligible for membership is projected to fall to about 20,300 individuals within 4 generations. Although modest levels of growth are expected to occur in the population eligible for membership on reserve in the short term, declines in the latter part of the projection period are expected to reduce the population by about 3,800 (or 18%) to 16,622 individuals within 4 generations.

As of 2008, roughly 10,300 (primarily off- reserve) descendants of UOI First Nations were estimated to lack eligibility for membership under the existing rules. As revealed in Figure 9, the population ineligible for membership is expected to increase throughout the projection period reaching roughly 94,400 within 4 generations. At that time, nearly 2 out of every 3 descendants are expected to lack eligibility for membership. Growth in the population that does not qualify for membership is expected to occur rapidly both on and off reserve. Within 4 generations about 1 in every 3 descendants on reserve and 4 of every 5 descendants off reserve are expected to lack membership eligibility.

Declines in the populations entitled to Indian registration and eligible for membership are projected to contribute to fairly large changes in the composition of UOI First Nations populations. As illustrated in Figure 10, the general pattern of change involves declines in the share of the population that is both entitled to registration and eligible for membership (i.e. Registered Members) and increases in the share of the population that lacks both registration entitlement and membership eligibility (Non-registered, Non-

Figure 9

Projected Population of Not Eligible for Membership under Existing Rules by Location of Residence, First Nations Comprising the Union of Ontario Indians, 2008-2108

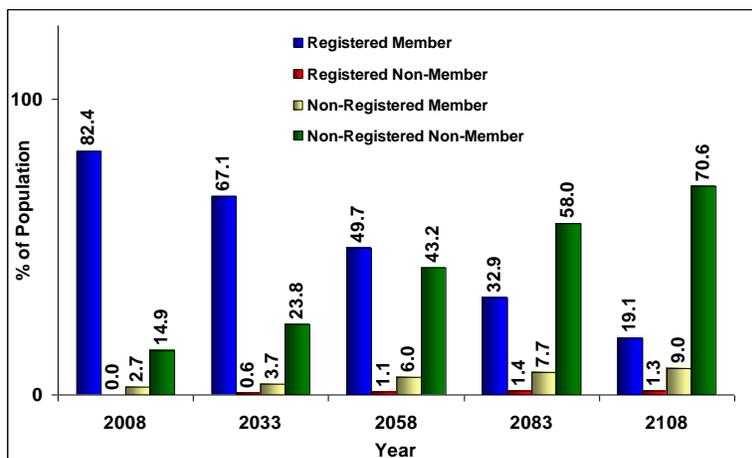


Source: Projections based on the 2008 Indian Register

Members). Sizable growth is also projected to occur in the share of the population accounted for individuals who lack Indian registration but who meet the conditions for membership (i.e. Non-registered Members). This segment of the population, although continuing to form a minority, is expected more than triple in size over the course of the 4-generation projection period.

Figure 10

Projected Distribution of Population by Registration Entitlement and Membership Eligibility, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

As revealed in Table 9, changes in population composition are expected to differ among First Nations comprising the 8 projection groups; however, First Nations in all projection groups are expected to experience very large shifts in the structure of their populations. With the exception of First Nations comprising Groups 3, 4 and 5, these shifts are expected to result in populations where those eligible for membership form a declining minority of the total population.

Table 9

Projected Distribution of Population by Registration Entitlement and Membership Eligibility, First Nations Comprising Projection Groups, 2008 and 2108

Baseline Year (2008)					
Projection Group	Total Group Population	% of Total Population of Group			
		Registered Member	Registered Non-Member	Non-Registered Member	Non-Registered Non-Member
Group 1	6,531	83.3	0.0	0.0	16.7
Group 2	7,173	87.5	0.0	0.0	12.5
Group 3	1,340	88.0	0.0	9.9	2.1
Group 4	4,816	76.9	0.0	23.1	0.0
Group 5	2,689	76.7	0.0	23.3	0.0
Group 6	16,444	91.5	0.0	0.0	8.5
Group 7	21,758	80.9	0.0	0.0	19.1
Group 8	8,296	67.6	0.0	0.0	32.4
UOI Total	69,047	82.4	0.0	2.7	14.9
Year 2108					
Projection Group	Total Group Population	% of Total Population of Group			
		Registered Member	Registered Non-Member	Non-Registered Member	Non-Registered Non-Member
Group 1	13,487	27.1	0.0	0.0	72.9
Group 2	13,330	13.0	13.0	0.0	74.0
Group 3	2,039	17.2	0.0	52.5	30.2
Group 4	8,859	12.8	0.0	87.2	0.0
Group 5	4,216	28.9	0.0	71.1	0.0
Group 6	18,679	42.1	0.0	0.0	57.9
Group 7	53,131	15.6	0.0	0.0	84.4
Group 8	17,584	4.9	0.0	0.0	95.1
UOI Total	131,325	19.1	1.3	9.0	70.6

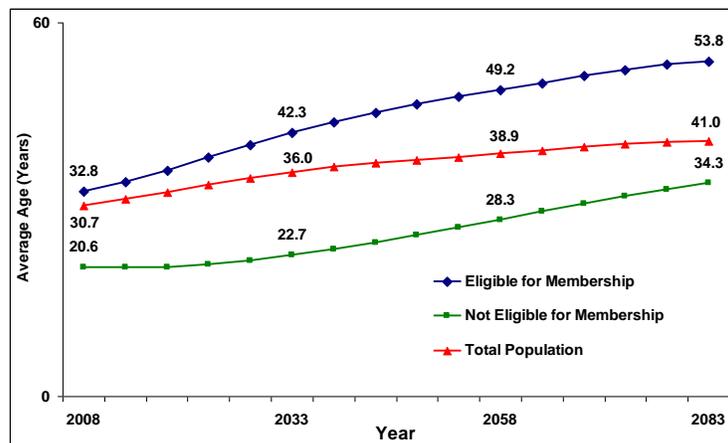
Source: Projections based on the 2008 Indian Register

Impacts on Age Structure of the Population

As revealed in Figure 11, the continuation of the existing rules governing First Nations membership is also expected to shift the age structure of the population of members toward older cohorts. Over the course of the next 3 generations the average age of individuals eligible for First Nations membership is projected to rise from about 33 years to nearly 54 years. By way of contrast, the population not eligible for membership will remain much more youthful. After three generations, the average age of this population is projected to be about 34 years, roughly 20 years younger than that of the population eligible for membership.

Figure 11

Projected Average Age of Population by Membership Eligibility, First Nations Comprising Projection Groups, 2008-2083



Source: Projections based on the 2008 Indian Register

Section 4

Population Implications of the Proposed Citizenship Law

The previous section of this report discussed the the implications of maintaining the existing rules governing Indian registration and First Nations membership on the future populations of First Nations comprising the Union of Ontario Indians. This section of the report discusses the results from a new series of population models which estimate the future population **eligible** for Anishinabek citizenship under the proposed E-Dbendaagzijig Naaknigewin (Citizenship Law). With the exception of the models' rules for assigning citizenship eligibility, all other factors affecting the future population have been unchanged. As such, by comparing the results of the citizenship projections with those reported in the previous section of this report it is possible to estimate the incremental population changes that would result from implementing the proposed law. As developed for this study, the incremental population eligible for Anishinabek citizenship is measured in relation to the population eligible for First Nations membership assuming the continuation of the existing membership rules. Projections of this latter population were reported in the previous section of this report.

The current draft of the E-Dbendaagzijig Naaknigewin proposes that eligibility for citizenship be extended to three groups of individuals, including:

- those who can trace their ancestry through at least one parent to the original people of an Anishinabek First Nation;
- those who have at least one parent who is registered or entitled to be registered as an Indian with an Anishinabek First Nation; and
- those who can trace their ancestry through at least one parent who is entitled to be registered with an Anishinabek First Nation.

The proposed law can be viewed as a variant of what Clatworthy and Smith (1992) described as an unlimited one parent rule. This type of rule would, in the absence of other conditions, extend eligibility for citizenship to all of the descendants of individuals who are (or ever were) registered as an Indian with an Anishinabek First Nation, as well as to those who descended from individuals who were members of Anishinabek Indian bands prior to the formation of the Indian Register.

The proposed law remains subject to further revision and refinement and documentation supplied by the Union of Ontario Indians suggests that additional provisions (e.g. community or family sponsorship, tests of character, etc.) could be added to the final version of the law. Population impact estimates prepared for this study have not attempted to explore the effects of these additional factors. Rather, the estimates reported in this study focus on the population that is **eligible for citizenship** by virtue of satisfying the descent or inheritance requirements of the proposed law and its provisions surrounding entitlement to Indian registration. As the application of other conditions or factors (e.g. sponsorship) would likely lead to the exclusion of some otherwise eligible individuals from citizenship, the actual population of citizens is likely to be smaller than the population that is eligible for citizenship.⁸

As with the projections discussed in the previous section of this report, discussion concerning the population impacts of the proposed citizenship law focuses primarily on the results for the aggregate of First Nations comprising the Union of Ontario Indians. Some results are also presented concerning the nature of changes that are expected to occur among First Nations comprising the 8 projection groups. More detailed estimates of the impacts expected for individual First Nations have been developed but are available only in digital (spreadsheet) format.

⁸ In addition to discretionary provisions, other factors are likely to influence the actual population of citizens. For example, citizenship may not be automatically granted and some individuals will be required to apply to become citizens. Some individuals, although meeting all of the necessary conditions, may elect not to become citizens for a variety of possible reasons.

Summary of Projection Results

Assuming that the concept of Indian registration remains in place; the proposed citizenship law creates the possibility to have two classes of citizens in the future. All descendants who meet the descent provisions of the law will be eligible for citizenship, although many of these descendants can be expected (on the basis of the results presented previously) to lack entitlement to Indian registration. Assuming that the proposed law is implemented, the population of Anishinabek citizens will contain some citizens who are registered and some who are unregistered. All estimates presented in this section of report derive from analysis of data contained on the 2008 Indian Register.

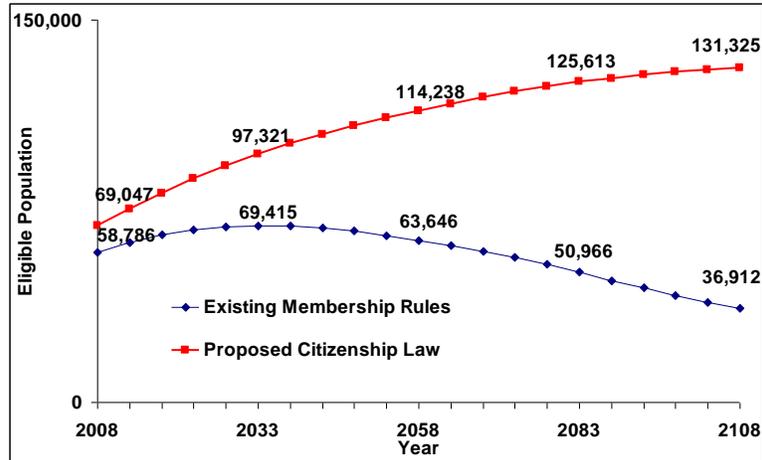
Incremental Population Eligible for Citizenship

Figure 12 illustrates the projected population eligible for citizenship under the proposed law and that eligible for membership under the existing rules. The figure reveals that the proposed law would result in a large and rapidly growing population eligible for citizenship. The population eligible for citizenship is projected to rise from about 69,047 individuals in 2008 to about 131,325 individuals within 4 generations. In relation to the population eligible for membership under the existing rules, the incremental (additional) population eligible for citizenship under the proposed law would increase through the period, from about 10,260 in 2008 to roughly 94,400 within 4 generations.

As illustrated in Figures 13 and 14, the proposed law (in relation to the existing rules) would result in substantial larger populations eligible for citizenship both on and off reserve. The additional population eligible for citizenship on reserve is projected to rise from about 307 in 2008 to about 8,150 within 4 generations. The incremental population eligible for citizenship off reserve would rise from about 9,960 in 2008 to roughly 86,260 over the 4 generation projection period.

Figure 12

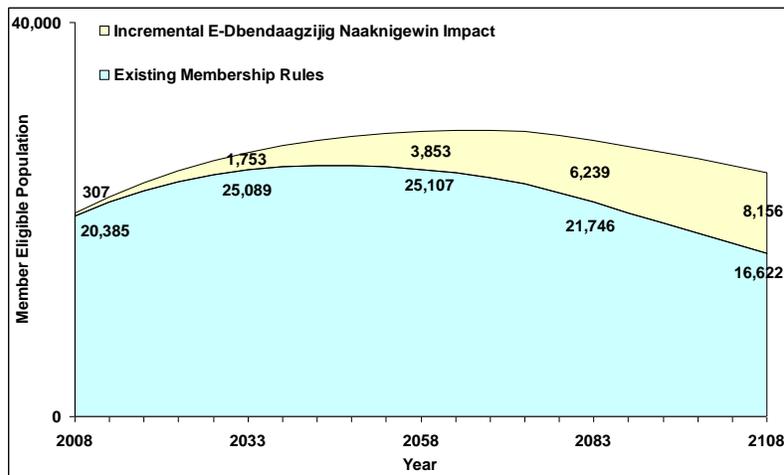
Projected Population by Eligibility for Membership/Citizenship under the Existing Rules and Proposed Citizenship Law, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

Figure 13

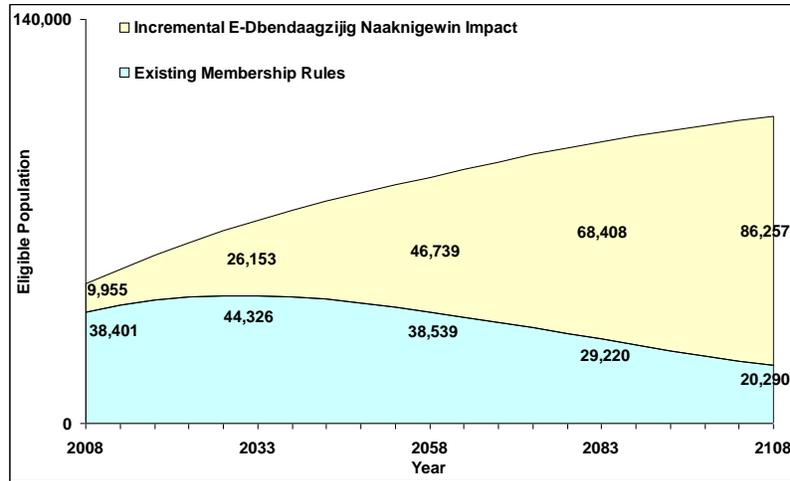
Projected Incremental Population Eligible for Citizenship under the Proposed Citizenship Law On Reserve, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

Figure 14

Projected Incremental Population Eligible for Citizenship under the Proposed Citizenship Law Off Reserve, First Nations Comprising the Union of Ontario Indians, 2008-2108



Source: Projections based on the 2008 Indian Register

Estimates of First Nations Population Impacts

Projection changes estimated for the 8 projection groups have been apportioned to individual First Nations according to the size of each First Nations population to provide approximate measures of the impacts of the proposed citizenship law at the First Nations level. The report’s discussion of population changes at the First Nations level is organized according to the 8 groups used in the projections.

Projection Group 1

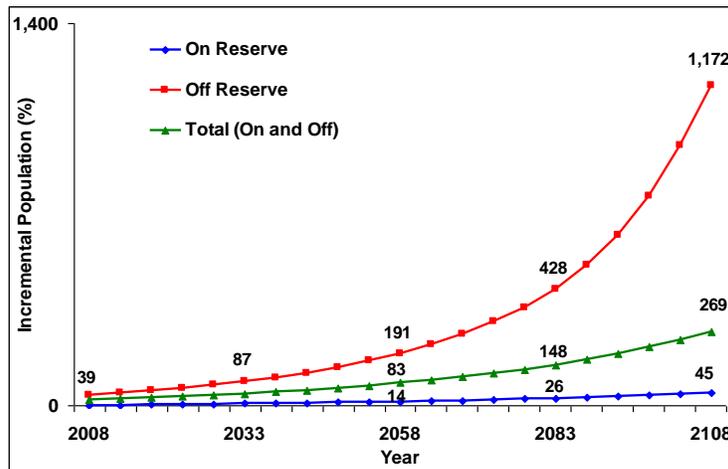
As noted previously, this projection group contains three First Nations (Sagamok, Sandpoint and Garden River) with a combined population totalling 6,531 individuals in 2008. These First Nations displayed a high rate of Indian/non-Indian parenting (57%) and were determining membership according to rules that were comparable to those governing entitlement to Indian registration.

Figure 15 provides a summary of the percentage change in the size of the population eligible for citizenship under the proposed law in relation to that eligible for membership under the existing rules for this group of First Nations. Estimates of the projected

changes in the size of the eligible populations of individual First Nations that comprise this projection group are provided in Table 10. As revealed in the figure, in relation to the existing population eligible for membership, the populations of First Nations in this projection group 1 that would be eligible for citizenship under the proposed law is projected to increase sharply both on and off reserve throughout the 4 generation period. The incremental impact of the proposed law on reserve is estimated to be relatively small in 2008 (about 1%) but would rise throughout the period to about 45% after 4 generations. The impact off reserve is projected to rise from about 39% in 2008 to about 1,172% after 4 generations. Among these First Nations, the population eligible for citizenship under the proposed law would be roughly 3 times larger after four generations than that projected under the existing membership rules.

Figure 15

Projected Incremental Population Impact (in %) of Implementation the Proposed Citizenship Law By Location, First Nations Comprising Projection Group 1, 2008-2108



Source: Projections based on the 2008 Indian Register
 First Nations comprising this group include Sagamok, Sandpoint and Garden River

Projection Group 2

Projection group 2 contains four First Nations (Georgina Island, Kettle and Stoney Point, M'Chigeeng, and Henvey Inlet) with a combined population totalling 7,173 individuals in 2008. These First Nations also displayed a high rate of Indian/non-Indian parenting

Table 10

**Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
First Nations Comprising Projection Group 1, 2008-2108**

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Sagamok	2,725	3,336	3,175	2,616	1,828	3,271	4,785	5,796	6,498	6,754	546	1,449	2,621	3,882	4,926
Sandpoint	216	265	252	208	145	259	380	460	516	536	43	115	208	308	391
Garden River	2,500	3,060	2,913	2,400	1,677	3,001	4,390	5,318	5,962	6,196	501	1,330	2,405	3,562	4,519
Group 1 Total	5,441	6,661	6,339	5,224	3,650	6,531	9,555	11,574	12,975	13,487	1,090	2,894	5,234	7,752	9,836

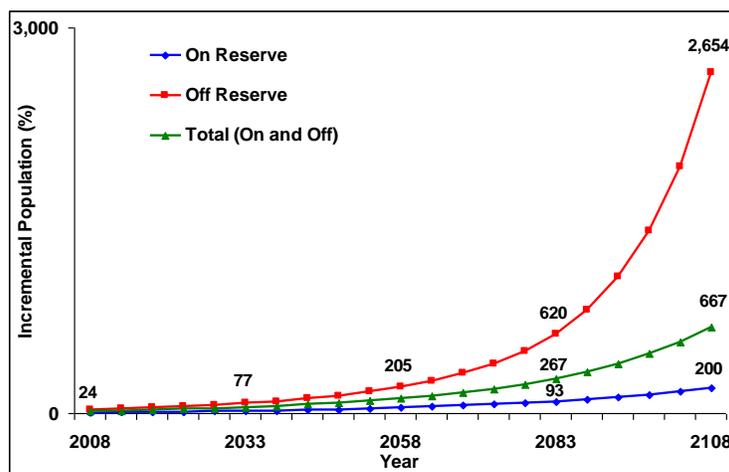
Source: Projections based on the 2008 Indian Register

(60%) and determined membership according to blood quantum rules that required 50% or more Indian blood for membership eligibility.

As illustrated in Figure 16, among First Nations comprising projection Group 2, the proposed citizenship law would result in an increase in the population eligible for citizenship in First Nations of about 14% (2% on reserve and 24% off reserve) in 2008. The incremental increase in the eligible population would rise throughout the period and reach a level about 667% higher than that projected under the existing rules in 4 generations (200% on reserve and 2,654% off reserve). Population estimates associated with the four First Nations comprising this projection group are provided in Table 11.

Figure 16

Projected Incremental Population Impact (in %) of Implementation the Proposed Citizenship Law By Location, First Nations Comprising Projection Group 2, 2008-2108



Source: Projections based on the 2008 Indian Register
 First Nations comprising this group include Georgina Island, Kettle and Stoney Point, M'Chigeeng and Henvey Inlet

Projection Group 3

This projection group includes only one First Nation, Wasauksing. Wasauksing First Nation was identified to be determining membership using a blood quantum rule that required a minimum of 25% Indian blood for membership eligibility. In 2008, this First

Table 11

**Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
First Nations Comprising Projection Group 2, 2008-2108**

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Georgina Island	768	812	657	421	213	878	1,203	1,402	1,545	1,631	110	390	744	1,124	1,418
Kettle and Stony Point	2,318	2,452	1,984	1,271	642	2,649	3,630	4,231	4,664	4,923	331	1,178	2,247	3,393	4,281
M'Chigeeng	2,504	2,649	2,143	1,373	694	2,862	3,922	4,571	5,039	5,319	358	1,273	2,428	3,666	4,625
Henvey Inlet	686	726	587	376	190	784	1,075	1,253	1,381	1,458	98	349	665	1,005	1,268
Group 2 Total	6,276	6,639	5,372	3,441	1,739	7,173	9,830	11,457	12,629	13,330	896	3,190	6,085	9,188	11,591

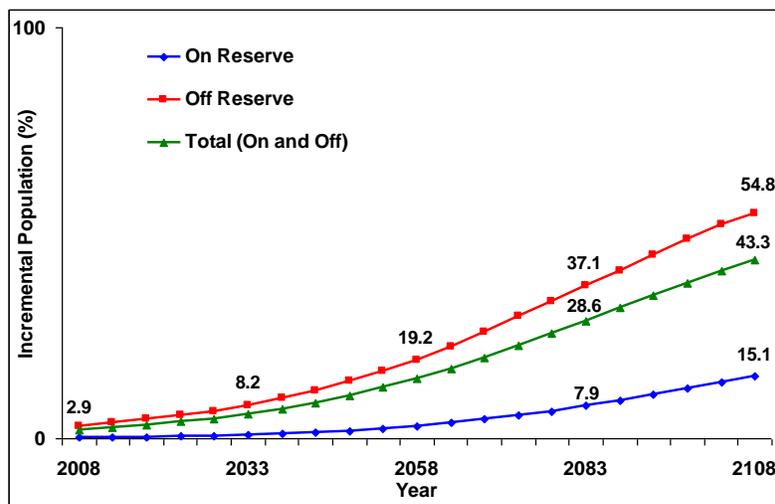
Source: Projections based on the 2008 Indian Register

Nation was estimated to have a population of 1,340 individuals, of whom 1,312 were eligible for membership.

Population impacts measured as percentage increases in the population eligible for citizenship under the proposed law are summarized in Figure 17 for Wasauksing First Nation. Associated population estimates are provided in Table 12. As revealed in the figure, the population eligible for citizenship under the proposed law with Wasauksing First Nation is projected to be only marginally larger than under the existing rules in 2008. Over the course the projection period, however, the proposed citizenship law would result in a growing incremental population eligible for citizenship. After 4 generations, the population on reserve is projected to be about 15% larger and the off reserve population about 55% higher than that eligible for membership under the existing rule.

Figure 17

Projected Incremental Population Impact (in %) of Implementation the Proposed Citizenship Law By Location, Wasauksing First Nation (Group 3), 2008-2108



Source: Projections based on the 2008 Indian Register

Table 12

**Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
Wasauksing First Nation (Group 3), 2008-2108**

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Wasauksing (Group 3)	1,312	1,684	1,711	1,577	1,423	1,340	1,785	1,960	2,028	2,039	28	102	249	452	617

Source: Projections based on the 2008 Indian Register

Projection Groups 4 and 5

First Nations comprising projection group 4 (Sheshegwaning, Serpent River, Thessalon, and Whitefish River) and group 5 (Fort William) currently use variants of one parent rules to determine membership. As such, the proposed citizenship law is not expected to produce incremental changes in the populations of these First Nations. Estimates of the population eligible for citizenship in each of these First Nations are provided in Tables 13 (Group 4) and 14 (Group 5), respectively.

Projection Group 6

Eight First Nations, including the Chippewas of the Thames, Zhiibaahaasing, Shequiandah, Long Lake No. 58, Pays Plat, Pic River, Pic Moberg, Wikwemikong, and Biinjitiwaabik Zaaging comprise projection group 6. This group of First Nations, which had a combined population of 16,444 individuals in 2008, determines membership according to the rules governing Indian registration. In 2008, the population eligible for membership was estimated to number 15,039. This group of First Nations had a moderate rate of Indian/non-Indian parenting (about 46%).

The estimated impacts of the proposed citizenship law on the populations of group 6 First Nations are illustrated in percentage terms in Figure 18. As indicated in the figure, the proposed citizenship law would result in a modest (9%) increase the size of the eligible population in 2008 (about 1% on reserve and 15% off reserve). Although the projected impact of the proposed law is expected to remain relatively small on reserve (an increase of about 12% after 4 generations), the eligible population off reserve would be about 286% larger after 4 generations under the proposed law as opposed to the existing membership rule.

Estimates for individual First Nations comprising group 6 are provided in Table 15.

Table 13

Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
First Nations Comprising Projection Group 4, 2008-2108

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Sheshegwaning	560	758	873	965	1,031	560	758	873	965	1,031	0	0	0	0	0
Serpent River	1,752	2,370	2,730	3,016	3,223	1,752	2,370	2,730	3,016	3,223	0	0	0	0	0
Thessalon	871	1,178	1,357	1,499	1,602	871	1,178	1,357	1,499	1,602	0	0	0	0	0
Whitefish River	1,632	2,208	2,544	2,810	3,003	1,632	2,208	2,544	2,810	3,003	0	0	0	0	0
Group 4 Total	4,816	6,515	7,504	8,291	8,859	4,816	6,515	7,504	8,291	8,859	0	0	0	0	0

Source: Projections based on the 2008 Indian Register

Table 14

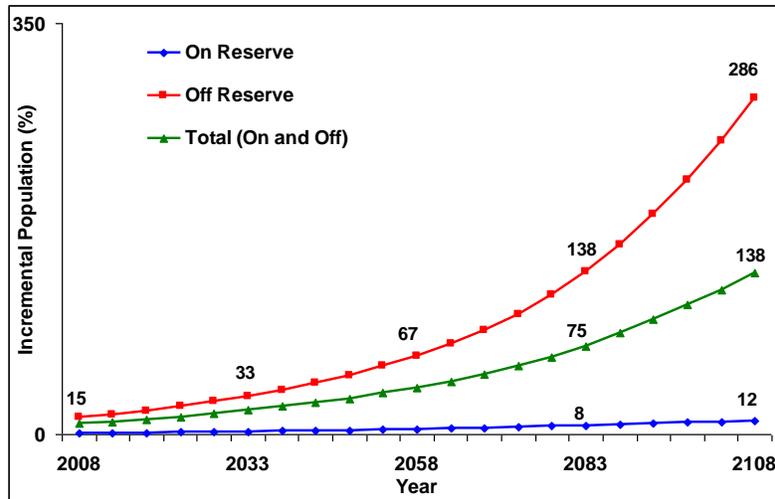
Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
Fort William First Nation (Group 5), 2008-2108

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Fort William (Group 5)	2,689	3,686	4,225	4,400	4,216	2,689	3,686	4,225	4,400	4,216	0	0	0	0	0

Source: Projections based on the 2008 Indian Register

Figure 18

Projected Incremental Population Impact (in %) of Implementation the Proposed Citizenship Law By Location, First Nations Comprising Projection Group 6, 2008-2108



Source: Projections based on the 2008 Indian Register
 First Nations comprising this group include Chippewas of the Thames, Zhiibaahaasing, Shequiandah, Long Lake No. 58, Pays Plat, Pic River, Pic Mobert, Wikwemikong, and Biinjitiwaabik Zaaging

Projection Group 7

Mnjikaning, Beausoleil, Curve Lake, Munsee-Delaware, Aamjiwnaang, Magnetawan, Aundeck-Omni-Kaning, Red Rock, Mississauga, Dokis, Nipissing and Whitefish Lake First Nations comprise projection group 7. These First Nations had a combined population of 21,758 individuals in 2008 and displayed high rates (average of 62%) of Indian/non-Indian parenting. Membership in these First Nations was also determined by the rules governing Indian registration.

Among First Nations comprising projection group 7 (see Figure 19), the proposed citizenship law would result in an increase in the population eligible for citizenship in the short-term of about 24% (2% on reserve and 34% off reserve). The incremental population that would be eligible for citizenship under the new law would rise throughout the period and reach a level about 540% higher than the status quo in 4 generations (49% on reserve and 1,230% off reserve). Estimates of projected impacts for individual First Nations comprising Group 7 are provided in Table 16.

Table 15

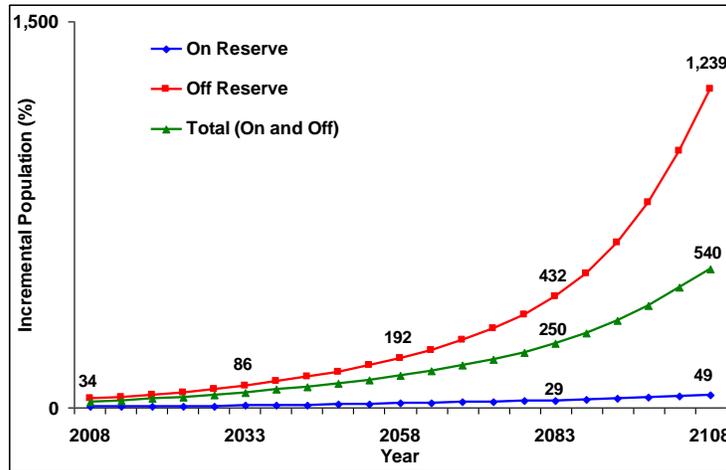
Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
First Nations Comprising Projection Group 6, 2008-2108

First Nation	Eligible Population Under Existing Rules					Eligible Population Under Proposed Citizenship Law					Incremental Eligible Population Under Citizenship Law				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Chippewas of the Thames	2,562	2,949	2,649	1,987	1,339	2,801	3,551	3,703	3,483	3,182	239	601	1,053	1,497	1,842
Zhiibaahaasing	170	196	176	132	89	186	236	246	231	211	16	40	70	99	122
Wikwemikong	7,735	8,905	7,999	5,999	4,044	8,458	10,721	11,180	10,518	9,607	723	1,816	3,181	4,519	5,563
Sheguiandah	343	395	355	266	180	375	476	496	467	426	32	81	141	201	247
Long Lake No. 58	1,350	1,554	1,396	1,047	706	1,476	1,871	1,951	1,835	1,676	126	317	555	789	971
Pays Plat	218	251	225	169	114	238	302	315	296	270	20	51	90	127	157
Pic River	1,054	1,213	1,090	817	551	1,152	1,461	1,523	1,433	1,309	99	247	433	616	758
Pic Mobert	885	1,019	915	686	378	968	1,227	1,279	1,203	1,099	83	208	364	517	721
Biinjitiwaabik Zaaging	722	832	747	560	378	790	1,001	1,044	982	897	68	170	297	422	520
Group 6 Total	15,039	17,313	15,552	11,663	7,778	16,444	20,844	21,736	20,450	18,679	1,406	3,531	6,185	8,786	10,901

Source: Projections based on the 2008 Indian Register

Figure 19

Projected Incremental Population Impact (in %) of Implementation the Proposed Citizenship Law By Location, First Nations Comprising Projection Group 7, 2008-2108



Source: Projections based on the 2008 Indian Register
 First Nations comprising this group include Mnjikaning, Beausoleil, Curve Lake, Munsee-Delaware, Aamjiwnaang, Magnetawan, Aundeck-Omni-Kaning, Red Rock, Mississauga, Dokis, Nipissing and Whitefish Lake

Projection Group 8

Six First Nations including Moose Deer Point, Scugog Island, Alderville, Pikwakanagan, Michipicoten and Wahnapiatae form the 8th and final projection group. These First Nations also based membership on the rules governing Indian registration but displayed very high rates of Indian/non-Indian parenting (average 80%). In 2008, they had a combined population of 8,296 individuals, including 5,608 individuals who were eligible for membership.

As illustrated in Figure 20, the First Nations comprising projection Group 8, are projected to experience an increase in the population eligible for citizenship in the short-term of about 48% (6% on reserve and 58% off reserve). The incremental population that would be eligible for citizenship under the new law would also rise substantially throughout the period and reach a level about 1,956% higher than the status quo in 4 generations (348% on reserve and 2,894% off reserve). Table 17 provides a summary of the estimated impacts associated with individual First Nations comprising this projection group.

Table 16

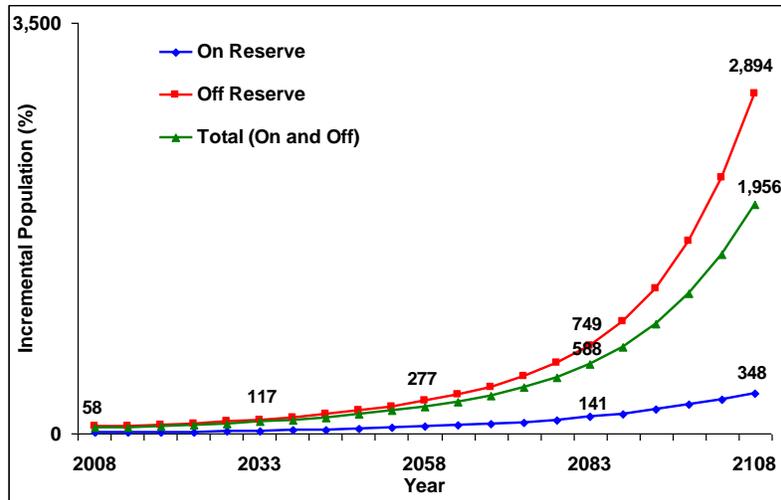
Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
First Nations Comprising Projection Group 7, 2008-2108

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Mnjikaning	1,815	2,196	1,954	1,459	857	2,243	3,499	4,395	5,107	5,478	428	1,303	2,441	3,649	4,622
Beausoleil	2,085	2,523	2,245	1,675	984	2,577	4,019	5,049	5,867	6,293	492	1,497	2,804	4,191	5,309
Curve Lake	2,067	2,500	2,225	1,661	975	2,554	3,984	5,005	5,815	6,237	488	1,483	2,780	4,154	5,262
Munsee-Delaware	623	754	671	501	294	770	1,201	1,509	1,753	1,881	147	447	838	1,253	1,587
Aamjiwnaang	2,324	2,812	2,502	1,867	1,097	2,872	4,480	5,628	6,539	7,014	548	1,668	3,126	4,672	5,917
Magnetawan	260	314	280	209	123	321	500	629	731	784	61	186	349	522	661
Aundeck-Omni-Kaning	839	1,015	903	674	396	1,037	1,617	2,031	2,360	2,532	198	602	1,128	1,686	2,136
Red Rock	1,701	2,058	1,831	1,367	573	2,102	3,278	4,119	4,786	5,133	401	1,221	2,288	3,419	4,560
Mississauga	1,215	1,470	1,308	976	573	1,502	2,342	2,942	3,419	3,667	287	872	1,634	2,443	3,094
Dokis	1,122	1,357	1,208	901	529	1,386	2,162	2,716	3,156	3,385	265	805	1,508	2,255	2,856
Nipissing	2,513	3,041	2,706	2,019	1,186	3,106	4,844	6,086	7,072	7,585	593	1,804	3,380	5,052	6,399
Whitefish Lake	1,041	1,259	1,121	836	491	1,286	2,006	2,520	2,929	3,141	246	747	1,400	2,092	2,650
Group 7 Total	17,604	21,298	18,953	14,146	8,078	21,758	33,933	42,630	49,533	53,131	4,154	12,635	23,676	35,387	45,053

Source: Projections based on the 2008 Indian Register

Figure 20

**Projected Incremental Population Impact (in %) of Implementation the Proposed Citizenship Law
By Location, First Nations Comprising Projection Group 8, 2008-2108**



Source: Projections based on the 2008 Indian Register
First Nations comprising this group include Moose Deer Point, Scugog Island,
Alderville, Pikwakanagan, Michipicoten and Wahnapiatae

Limitations of the Indian Register Based Estimates

As noted earlier, estimates of the population impacts of the proposed citizenship law presented above are based on analysis and projections of the data contained on the 2008 Indian Register. Although this source of data provides the most complete set of demographic information available on registered Indians and their children, the Register does not provide a complete historic record of individuals who were band members. Specifically, individuals who were removed from band or treaty lists and who died prior to formation of the Register in 1951 may not have been included in the digital version of the Register. As the proposed citizenship law could extend eligibility to descendants of such individuals, estimates based on the Indian Register are likely to understate the potential population that could be affected. The Register estimates should be properly viewed as representing a lower bound estimate of the potential population eligible for citizenship, a population that has links to individuals or family members for whom

Table 17

Estimated Population Eligible for Membership/Citizenship under Existing Rules and Proposed Citizenship Law,
First Nations Comprising Projection Group 8, 2008-2108

First Nation	Eligible Population Existing Rule					Eligible Population Proposed Citizenship Law					Incremental Eligible Population				
	Year					Year					Year				
	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108	2,008	2,033	2,058	2,083	2,108
Moose Deer Point	527	528	375	209	80	780	1,050	1,236	1,439	1,653	253	522	861	1,230	1,572
Scugog Island	228	228	162	90	35	337	454	534	622	714	109	226	372	531	679
Alderville First Nation	1,173	1,175	834	465	179	1,735	2,337	2,751	3,201	3,677	562	1,162	1,916	2,736	3,499
Pikwakanagan	2,325	2,330	1,655	923	355	3,440	4,633	5,455	6,348	7,292	1,115	2,304	3,800	5,425	6,938
Michipicoten	880	882	626	349	134	1,302	1,754	2,065	2,403	2,761	422	872	1,439	2,054	2,627
Wahnapiatae	474	475	337	188	72	702	945	1,112	1,295	1,487	227	470	775	1,106	1,415
Group 8 Total	5,608	5,618	3,990	2,225	855	8,296	11,173	13,153	15,308	17,584	2,688	5,555	9,163	13,083	16,729

Source: Projections based on the 2008 Indian Register

documented evidence exists concerning their status as current or deceased band members or registered Indians.⁹

Census-Based Estimates of the Eligible Population in 2008

Data collected by the 2006 Census of Canada concerning Aboriginal identity and Aboriginal ethnic origins (ancestry) provide an opportunity to estimate what may be viewed as an upper bound of the population that could become eligible for citizenship under the proposed law.

The “non-registered” population that reported (non-Inuit) Aboriginal ethnic origins was identified using custom tabulated data from the 2006 Census for the province of Ontario. As migration data compiled for more than two generations reveals very little net movement of Aboriginal peoples among provinces, the Ontario population can be viewed as providing a reasonably good estimate of the size of the non-registered population that could theoretically trace their ancestry to someone who is or ever was a member of an Indian band located in Ontario.

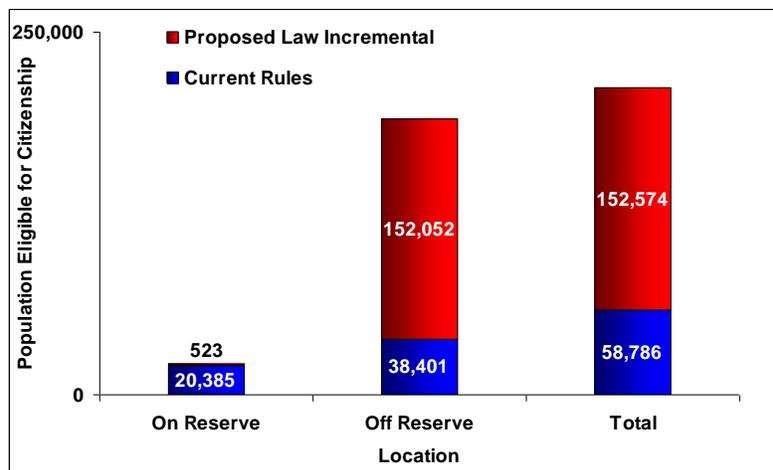
This population was then adjusted (upward) to account for the population living on Indian reserves that did not fully participate in the Census, other individuals missed by the Census (due to survey under-coverage both on and off reserve), and expected population growth during the 2006-2008 time period. The adjusted 2008 population estimate of non-entitled descendants was then apportioned according to the share of the Ontario registered Indian population associated with First Nations comprising the Union of Ontario Indians (as identified from the 2008 Indian Register). This population was then added to the registered Indian population of UOI First Nations to provide a rough estimate of the total population that could be eligible for citizenship under the proposed law.

⁹ The Indian Register based population is likely to provide the best estimate of the eligible population if provisions requiring community or family sponsorship are also used as eligibility criteria for citizenship.

A summary of the Census-based estimate of the incremental population eligible for citizenship under the proposed law is provided in Figure 21. As indicated in the figure, the analysis of Census data suggest that the incremental population eligible for citizenship with UOI First Nations could total about 152,575 individuals in 2008 and result in a population roughly 3.6 times larger than that associated with the existing membership provisions. The figure also reveals that a very large majority (more than 99%) of the estimated incremental population resides off reserve. Census estimates suggest that population impacts on reserve are expected to be relatively small (523 individuals in 2008).

Figure 21

Estimated Incremental Population Eligible for Citizenship Under the Proposed Citizenship Law By Location, First Nations Comprising The Union of Ontario Indians, 2008



Source: Based on analysis of data from the 2006 Census of Canada (adjusted for undercoverage) and analysis of data from the 2008 Indian Register.

As in the case of the Indian Register, estimates based on the Census data also suffer from incompleteness and imprecision, as the census does not capture data on individuals living abroad, in institutions or in collective dwellings. In addition, the Census data do not allow one to directly link non-registered Aboriginal individuals to individual First Nations. Given this situation, the census-based estimates presented above should be viewed with caution and interpreted as providing only a rough indication of the size of the incremental population. In light of the lack of precision of

the census-based estimate, efforts to develop projected population estimates from this data source were not attempted.

Section 5

Summary and Conclusions

As part of a broader process of nation-building, the Grand Council of Chiefs of the Union of Ontario Indians is considering implementing a citizenship law that would extend citizenship to all descendants of Anishinabek First Nations band members (whether alive or deceased). The proposed citizenship law forms a central component of a broader initiative which seeks to develop a self-governing Anishinabek Nation.

The Union of Ontario Indians has requested consulting services to explore the demographic impacts of the proposed citizenship law on the populations of First Nations to support a broader assessment of its possible social, political, economic, cultural and other impacts.

Using a series of population projections developed from data contained on the Indian Register, this study explores the population changes expected for First Nations comprising the Union of Ontario Indians if the existing rules governing Indian registration and First Nations membership remain in place over the course of the next four generations. Similar projections are then used to explore the nature and scale of population changes that would occur if these First Nations were to base citizenship on the proposed law.

The key findings of the research are summarized below.

High rates of Indian/non-Indian parenting characterize most of the First Nations that comprise the Union of Ontario Indians. As a group, UOI First Nations display a rate of Indian/non-Indian parenting that greatly exceeds both the Ontario and national average.

High rates of Indian/non-Indian parenting, in concert with the rules governing Indian registration, will result in widespread loss of entitlement to Indian registration among descendants of UOI First Nations.

Formal projections reveal that sharp declines in the size and share of the population entitled to Indian registration can be expected in most UOI First Nations. Absolute declines in the size of the population entitled to Indian

registration are expected to occur among off-reserve populations within 15 years and among populations living on reserve within 35 years.

Pronounced losses of registration entitlement are expected to occur among children. Most children born to UOI First Nations populations will not qualify for Indian registration within one generation off reserve and within three generations on reserve. Within four generations only 1 in every 12 children born to UOI First Nations populations is expected to qualify for registration.

Loss of entitlement to Indian registration is expected to become pronounced in all of the 40 First Nations that comprise the Union of Ontario Indians.

The population eligible for membership with UOI First Nations is also expected to decline, as a growing share of descendants fails to meet the eligibility criteria set out in existing membership rules. This is expected to occur in all UOI First Nations except those that follow one parent membership rules (Sheshegwaning, Serpent River, Thessalon, Whitefish River and Fort William). For other UOI First Nations, declines in the population eligible for membership are expected to become pronounced off reserve within one generation and on reserve within two to three generations.

Population changes will be most pronounced (both on and off reserve) among First Nations with the highest rates of Indian/Non-Indian parenting and among those which employ membership rules which differ from those governing Indian registration.

Quite pronounced population changes are expected to occur among the populations of Wasauksing, Moose Deer Point, Scugog Island, Alderville, Pikwakanagan, Michipicoten and Wahnapiatae. These First Nations are expected to experience very rapid declines in the population eligible for membership and in the population entitled to Indian registration.

If the existing membership rules remain in force, increasing numbers of descendants of UOI First Nations, both on and off reserve, will not qualify for membership and will lack political rights. The future populations of most UOI communities are expected to be comprised of declining and aging populations of members and growing and more youthful populations of politically disenfranchised descendants.

By extending eligibility to all descendants, the proposed citizenship law could immediately increase the eligible population by somewhere between 10,260 individuals (based on Indian Register estimates) to 152,575 individuals (based on the adjusted 2006 Census estimates). Increased populations eligible for citizenship would occur in all 40 of the First Nations comprising the Union of Ontario Indians.

Longer term population impacts of the proposed law are projected to be quite substantial, resulting in a population eligible for citizenship that would be many (at least three) times larger than that expected under the existing rules.

In the short term, the impacts of the proposed citizenship law would be relatively small among populations living on reserve. The law would have quite large short-term impacts in terms of increasing the population eligible for

citizenship off reserve. In the longer term, the proposed law would result in much larger populations eligible for citizenship both on and off reserve.

The population of citizens associated with an Anishinabek nation based on the proposed law would continue to increase in size throughout the entire four generation projection period. These increases would occur both on and off reserve.

By extending citizenship eligibility to all descendants of Anishinabek peoples, the proposed law has the potential to address many of the population pressures that are building in Anishinabek communities and would promote a stronger identity and political equality among community residents and among Anishinabek peoples. Political equality and a strong collective identity would appear to be fundamental to the process of self-governance and nation building.

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