

Evaluation of the 1991/2 - 1996/7  
Miawpukek Mi'kamaway Mawi'omi  
Band Funding Agreement  
*Final Report*

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*Audit and Evaluation Branch  
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Development*

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*October 31, 1996*

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## *Section 1 - Executive Summary*

### **Purpose of Evaluation**

This evaluation fulfills the requirements as set out in the Miawpukek Mi'kamawey Mawi'omi Band Funding Agreement, Section 1.13, that an evaluation be completed by August 31, 1996. As stated in the Agreement, the evaluation will be limited to determining "whether the objectives of the Agreement have been met and whether the mechanisms developed by the Department are appropriate to meet those objectives". The evaluation results are intended to be used by both representatives of the Miawpukek Band and DIAND in their discussions on future Agreements.

### **Methodology**

An Advisory Committee chaired by DIAND Audit and Evaluation Branch with representation from DIAND headquarters and regional office, as well as two representatives of the Miawpukek Band approved and assisted with the implementation of the methodology report.

The data collection phase involved preliminary interviews and meetings at Conne River (where the reserve is located) and a review of background reports and file reviews at DIAND headquarters, Regional office in Amherst, and Conne River. A detailed Information Gathering phase involved interviews with key informants at DIAND headquarters, Regional Office and Conne River and a community survey of approximately 50% of the households.

### **Profile of the Miawpukek Band**

The population of the Miawpukek Band is 686 (39%) members on-reserve and 1,074 (61%) off-reserve for a total of 1,760 at the time of this report. In 1990, the total on-reserve population was 535 (70%) and off-reserve was 229 (30%) for a total Band membership of 764. This represents a significant increase in the number of registered members in the past five years. Most of this increase comes from the number of registrations of off-reserve members.

Over the past several years, the Band has placed increasing emphasis on its cultural and traditional heritage. The Sagamaw has played a significant role in providing spiritual direction for the Band Council, the Band Administration and the general membership. The way in which Council meetings are conducted, the emphasis on economic development initiatives with a concern for environmental issues, and a renewed emphasis in learning the Micmac language and music in the school program, all contribute to a renewed pride in Indian culture within the Miawpukek Band.

Employment and economic development are identified by the Band Council as priorities for the Miawpukek Band. There are a number of ways that the Band has created employment opportunities and utilized job creation initiatives as a way of providing members with positive alternatives to dependency on Social Assistance.

Some of the employment and economic development initiatives include: agriculture; aquaculture; a sawmill; an automotive service centre; silviculture; Christmas tree culture; a heavy equipment service centre; a marina; cable television; and, tourism and outfitting.

## Findings

- This Agreement is essentially a grant provided to the Miawpukek Band Council, who are primarily accountable to Band members for the effective and efficient delivery of Community Services funded under the Agreement. It was the first of a series of funding arrangements which have provided Indian Band Councils with expanded authorities.
- DIAND's role is to provide the Miawpukek Band Council with funding in a manner that entails minimal DIAND involvement in the management and administration of the Agreement. There is a general environment of cooperation between the Council and DIAND, as reflected in the exchange of correspondence found in the files and the level of mutual respect articulated by the key informants. DIAND also provides information and assistance when requested. On a proactive basis, DIAND informs the Band Council of new programs and services which become available in the department.
- As reflected by the Sagamaw and Council, the structure and wording of the Agreement provide the Band with the “. . . dignity to make its own decisions and define what its own priorities really are . . .”. To this end, the Agreement provides the Band Council with flexibility to transfer funds between program areas.
- Employment and economic development are the primary directions of the Miawpukek Band Council as they strive for sustainability and a quality lifestyle for members of the community now and in the future. In providing for a quality lifestyle, they emphasize the importance of adequate housing; development and maintenance of public works including roads, sewage and water; and job creation programs as a means of offering positive and productive alternatives to social assistance with the goal of long term employment.
- Over the past six years, a significant policy of the Band Council has been to train and hire qualified Band members for management, administrative and technical positions in the community. The Post-Secondary Education Program has contributed to the achievement of significant progress in this direction.
- While housing had been a priority for the community prior to the Agreement and even prior to the original 1985 Agreement, the Band Council has placed a priority on the development of a comprehensive housing strategy during the course of the current Agreement. They have developed innovative ways to allocate funds for housing that will benefit a higher proportion of the community than would have occurred under the standard DIAND Housing Program. These innovative approaches involve providing incentives for members to build their own houses, partnering funds with CMHC programs, and, the allocation of grants and creative loan repayment arrangements.

- There are a number of ways the Agreement facilitates the allocation of funds by the Band Council to address its particular priorities. These include: receiving capital funding in advance on a cash flow basis; flexibility to retain surpluses or transfer funds between programs according to Band priorities and needs; and, utilizing economic development funds according to what they view as viable projects without the approval of, or accountability to DIAND (i.e., no planning/management strategies or monitoring/reporting mechanisms).
- The Miawpukek Band Council applies a range of methods in order to measure the impact of their programs including:
  - periodic “community satisfaction surveys” that focus on specific program areas or community issues;
  - feedback from community members at Council meetings and general assemblies;
  - comprehensive reports to Council from program directors. In particular, annual reports for each program include both qualitative and quantitative information about the programs; and,
  - letters from community members to Sagamaw and Council which always go to Council for discussion.
- Annual reviews of management information are undertaken and adjustments are made. For example, economic development activities which are not meeting program goals are evaluated and decisions are made to either change or cancel them. The Agreement gives Council the authority to make these decisions based on their own internal management mechanisms.
- While pursuing the goal of self-sufficiency, the Band has chosen to do so in a manner which respects the environment and has minimal adverse social impacts on the community. The various economic ventures that the Band associates itself with are based mostly on the renewable primary resources and are consistent with the values and principles of native culture. It was also noted by many of the key informants from the community that the economic development initiatives are part of the holistic context of the community and are linked to other programs such as social development, education, housing, public works and other activities. Four initiatives are highlighted as examples of success: aquaculture; housing; education; and providing Internet access to residents of the reserve and nearby communities.
- The management of the Agreement, particularly the allocation of funds, is one of the key contributors to the type of relationship the Sagamaw and Council has with its membership. Accountability is agreed upon as an important principle among the general membership as well as the Sagamaw and Council. Formal and informal mechanisms for accountability are important components for a First Nation community and it is evident that both are in place here.

- Financial, program and management accountability mechanisms are built into the various policies and procedures of the Band and are recorded in the minutes of Council meetings. These procedures have been identified over time and are seen as a significant part of the historical evolution of the governing policies of the Band. There is a belief among the Sagamaw and Council that having these mechanisms evolve within the existing community structures has entrenched them as part of the governance of the community. As a result the Band members take more ownership and responsibility for their implementation. It is our observation that they are effective and appropriate for this community.
- Since the flexibilities and authorities delegated to the Miawpukek Band Council in the preceding 1985 Agreement were unique, DIAND sought and received a specific authority from the Treasury Board in order to conclude negotiations and sign the Agreement. The current Agreement likewise was signed with approval of the Treasury Board. During the current Agreement, DIAND and the Band Council agreed to expand the services offered by the Band Council. Amending the Funding Agreement to reflect these changes was judged impractical due to the lengthy time delays and administrative costs associated with Treasury Board Approval. Consequently, a separate new funding Agreement was signed which allowed the Council to initiate the new services required in a reasonable time frame.
- The clause in the Agreement relating to volume adjustments based on Social Assistance (SA) caseload has been the subject of a dispute between the Band Council and DIAND. In particular, the Council's policy and practice of employing individuals who would otherwise qualify for and be dependent on Social Assistance ensures that the SA caseload does not reach volume levels that would trigger an increase in funding. Under these circumstances, the Agreement fails to trigger any incremental adjustment in response to an increase in the number of unemployed adults in the community.
- In regards to price adjustments, the Agreement's provisions are straightforward and satisfactory. However, the department has not provided the Band Council with a breakdown of its calculations and Band officials have been unable to satisfy themselves whether funding received is in accordance with the provisions of the Agreement.

## Summary and Conclusions

In summary, it is the conclusion of this evaluation that the Miawpukek Mi'kamaway Mawi'omi Band Funding Agreement has successfully achieved its objectives. In particular, the flexibility provided to the Band Council under the Agreement has led to the development of innovative programming which is highly regarded by community members and seen to be effective in addressing the challenges and opportunities facing the Miawpukek Band. Furthermore, this innovation has been achieved without compromising programming in core service areas and the Band Council has fulfilled its commitment to meet minimum program requirements as stipulated in the Agreement. As well, the Band Council has developed and implemented effective accountability to community members. Administration of the Agreement is, generally, preferable to other departmental approaches from the perspective of both the Band Council and DIAND. Overall, both parties regard the administration costs and burden associated with the Agreement to be reasonable.

Nevertheless, some concerns do exist in regard to the current Agreement. First of all, no practical approach to amending the Agreement exists. For example, when the two parties agreed that DIAND would provide additional funding to the Band Council to deliver an expanded range of services, amending the Agreement was not feasible due to the costs and time delays associated with seeking Treasury Board approval. Consequently, a separate Master Funding Agreement (MFA) was implemented. This proved effective but the costs associated with administration of the MFA are inordinate for both parties.

Concerns also exist in regard to the volume and price adjustment provisions of the Agreement. By using the flexibility provided under the Agreement to develop an innovative approach to Social Development which is highly regarded by the community, the Band Council has, as the Agreement is currently written, made itself ineligible for increased funding in the event of higher than anticipated unemployment in the community. A priority for the negotiation of a new Agreement will be to develop a mutually acceptable adjustment formula which reflects the reality of programming in the community. In regards to price adjustments, the Department has not provided supporting detail to Band officials who have thus been unable to satisfy themselves as to whether funding received is in accordance with the provisions of the Agreement. Clear definition of the Department's responsibilities in this regard is thus expected to be an issue in regards to negotiation of a new Agreement.

## ***Section 2 - Introduction***

The focus of this study was to determine “. . . whether the objectives of the Agreement have been met and whether the mechanisms developed by the department are appropriate to meet those objectives”. It is anticipated that both the Miawpukek Band Council and DIAND will utilize the results of the study in their discussions on future funding negotiations. The Terms of Reference for the evaluation have succinctly outlined six issues to be addressed by the study. They refer to:

- the extent to which the Funding Agreement has enabled the Miawpukek Band Council to define its own obligation to, and plans for the community;
- the extent to which the Agreement has provided the Miawpukek Band Council (with) flexibility in designing its own programs and allocating funds in accordance with community priorities;
- examples of establishing priorities and implementing successful programs;
- demonstrated accountability of the Band Council to its members;
- comparison of the accountability requirements in the present Agreement with respect to transparency, disclosure and redress components of accountability; and,
- identification and assessment of mechanisms developed by the department for implementing the objectives of the Agreement.

### **Key Components of the Agreement**

There are several key components to the Agreement. One of the most notable, is the substantial autonomy and control the Band Council received over the management, administration and operational functions of the community. This is intended to provide increased flexibility to the Band Council to redesign and establish new programs to address the priorities of the community, as well as provide more effective and efficient delivery of services.

In particular, the Agreement provides a high level of autonomy in terms of decision-making, to the Band Council. The major thrust of the Agreement is to provide flexibility to the Band in defining their own priorities, and allocating funds in accordance with community objectives. While there are “minimum program requirements”, the Band Council has flexibility as to the implementation of these programs with unexpended funds being retained by the Band.

The responsibilities of both the Band Council and DIAND are spelled out in the Agreement. The Council is accountable to its Band membership to deliver: General Band Government Operations and Administration; Public Safety; Capital; Land Management; Culture and Recreation; Social Development; Economic Development; Human Resource Development; Education including Post-Secondary Education; and Housing. Essential programs under the Agreement include: Education, Post-Secondary Education, Social Development, Land Management, Membership, Capital, Band Constable, and Band Employee Benefits. The Band is also responsible for providing an Annual Audited Financial Statement and Annual Report to Band members. Along with Ministerial accountability to Parliament, the Agreement also provides for an accountability mechanism, whereby the Band is primarily responsible to the Band membership.



The Department's responsibilities include: providing funding as required in the Agreement; providing information to the Band on program and policy formulation, changes to Departmental programs, and new funding arrangements; and, providing available specialists and consultants upon written request by the Band. In addition, DIAND is responsible for communicating to all levels of government, the Band's right to operate or administer the Community Services and other programs referred to in the Agreement.

Both parties are obligated to resolve disputes in a reasonable manner prior to utilizing the formal dispute resolution protocols as reflected in the Agreement. Furthermore, the Agreement also identifies criteria for price or volume increases during the life of the Agreement with specific criteria to trigger adjustments to Education, Social Development, Operations and Maintenance, and Capital.

## Methodology

An Advisory Committee chaired by DIAND Evaluation Branch with representation from DIAND headquarters and regional office, as well as two representatives of Miawpukek Band, approved and assisted with the implementation of the methodology report.

The Terms of Reference for this evaluation identified a comprehensive framework that provided a reference point for the data collection process and the writing of this report. The framework also identified preliminary issues, questions and methodologies that were to be addressed in the evaluation, which in turn helped to determine the scope of the study.

Once the methodology design report was approved by the Advisory committee, the subsequent data collection phases were as follows:

***General Information Gathering***, which was exploratory in nature and included preliminary interviews and meetings at Conne River and a review of the background reports and file reviews.

***Detailed Information Gathering*** followed involving interviews with key informants at DIAND headquarters and regional office, and Conne River. It also involved a community survey of approximately 50% (90) of the Band households to determine the strengths and weaknesses of the Agreement from the perspective of the Band membership.

The methodology used for the study was a mix of methods that facilitated the assessment of the Agreement. The following is a brief description of these methodologies.

***Literature Review***: A review of background documents was conducted which included: the present Agreement; a sample of a Financial Transfer Agreement; Evaluation of Miawpukek Band Five Year Funding Agreement (1990); Miawpukek Band Council Annual Reports; Discussion Paper on Accountability, DIAND April, 1996; and, a table comparing Financial Transfer Arrangements to Comprehensive Funding Arrangements and Alternative Funding Arrangements.

**File Reviews:** File reviews were conducted at DIAND headquarters, DIAND regional office and the Miawpukek Band office.

**Compile Demographic Community Profile:** A demographic profile of the community was prepared using information provided by staff of the Miawpukek Band office.

**Interviews:** Interviews conducted at DIAND headquarters included, Director of Transfer Payments Directorate, and Officer of Transfer Payments Directorate. DIAND regional office officials interviewed included: A/Director Intergovernmental Affairs and Operational Policy Directorate; Director of Funding Services; and, the Senior Funding Services Officer. Miawpukek Band interviews (conducted in-person in Conne River) included, Sagamaw and Council, Program Directors (i.e., Economic Development, Capital Projects, Health and Social Services, Education, Public Works, Band Police, General Manager, and Band Lawyer).

**Community Survey:** Interviews were conducted with a sample of Band households utilizing staff of the Band's Health and Social Services Centre. Staff were trained in the protocols for conducting the survey and recording the responses. Six staff from the clinic participated in the survey and covered each area of the community. Every second house was interviewed which gave a representative distribution for the survey including elders, single parents, married couples with family, and single individuals. Each interviewer was debriefed after the survey. Ninety (90) interviews were conducted.

## **Profile of the Miawpukek Band**

The reserve of the Miawpukek Band is located at Conne River on the South Coast of Newfoundland and situated on the east coast of Bay d'Espoir. It is 560 kilometres from the capital city of St. John's and covers an area of some 14 square miles. It is connected by a dirt lumber road to Route 360 that runs 145 kilometers north to the Trans Canada Highway and is one of a number of small communities in the Bay d'Espoir area.

The climate is continental with moderate winters and moderate warm summers. All waters freeze in late fall and thaw in the spring. Much of the reserve and surrounding country is covered by white and black spruce, jack pines, white birches and aspens of the boreal forest. A variety of wild life is sustained by the forest which historically provided the Micmac people with their livelihood, and attracts tourists for hunting and fishing.

### **Population**

The population of the Miawpukek Band is 686 (39%) members on-reserve and 1,074(61%) off-reserve for a total of 1,760 at the time of this report. In 1990, the total on-reserve population was 535 (70%) and off-reserve was 229 (30%) for a total Band membership of 764. This represents a significant increase in the number of registered members in the past five years. Most of this increase comes from the number of registrations of off-reserve members.

See Table 1 below for the age and gender distribution of on-reserve members.

**Table 1: On-Reserve Age and Gender Distribution**

AGE	MALES		FEMALES	
	number	%	number	%
1-4	23	6.1%	29	9.4%
5-13	54	14.2%	48	15.6%
14-18	33	8.7%	25	8.1%
19-29	117	30.9%	82	26.7%
30-40	72	19.0%	56	18.2%
41-50	41	10.8%	29	9.4%
50 plus	39	10.3%	38	12.4%
TOTALS	379	100.0%	307	100.0%

There are presently 189 houses on reserve as opposed to 123 in 1990. The significant increase in the number of houses over the past five years is a direct result of some of the more innovative ways the Band has been able to apply the housing allocation from the Agreement.

***Band Management and Administration***

The Band is managed by the Sagamaw and six members of Council who are elected every two years. The nature of the management and administrative structure of the Band, means that all financial decisions and changes to programs need to be channelled through Sagamaw and Council for approval. This structure centralizes most decision-making and ensures an appropriate level of accountability to the Band membership in that Council meetings are open to all community members and minutes of all Council meetings are distributed to each household.

The Band has in place a well-designed administrative structure where administrative responsibilities are clearly defined. Division heads are engaged based on their conformance to a defined set of qualifications and are accountable to the Band Council. An organizational chart, illustrating the range of Band-managed activities, is included at the end of this chapter.

Over the past several years the Band has placed increasing emphasis on its cultural and traditional heritage. The Sagamaw has played a significant role in providing spiritual direction for both the Band Council, the Band Administration and the general membership. The way in which Council meetings are conducted, the emphasis on economic development initiatives with a concern for environmental issues, a renewed emphasis in learning the Micmac language and music in the school program, contribute to a renewed pride in Indian culture within the Miawpukek Band.

### ***Education***

The number of on-reserve Band members accessing post secondary funding during September 1995 to June 1996, was 27 full time and 11 part time. The number of off-reserve Band members accessing post secondary funding over the past year has been 23 while 43 had applied<sup>1</sup>.

There were 167 students enrolled in the 1995 - 1996 school year. This represents a decline in school enrollment over the past six years of 23 students. The breakdown by grade is outlined in Table 2 below.

**Table 2: Breakdown of Students by Grade (Total = 167)**

GRADE	# OF STUDENTS	GRADE	# OF STUDENTS
Pre-Kindergarten	14	Grade Seven	9
Kindergarten	12	Grade Eight	9
Grade One	10	Grade Nine	15
Grade Two	15	Basic	4
Grade Three	6	Grade Ten	13
Grade Four	13	Grade Eleven	11
Grade Five	15	Grade Twelve	11
Grade Six	9	Grade Twelve (Part-time)	1

The education program follows the curriculum set down by the Newfoundland Department of Education. At the same time, the Miawpukek Band school has placed a major emphasis on integrating native culture and traditions throughout their curriculum and activities.

### ***Economic Development***

Employment and economic development are identified by the Band Council as priorities for the community. There are a number of ways that the Band has created employment opportunities and utilized job creation initiatives as a way of offering members positive productive alternatives to dependence on social assistance.

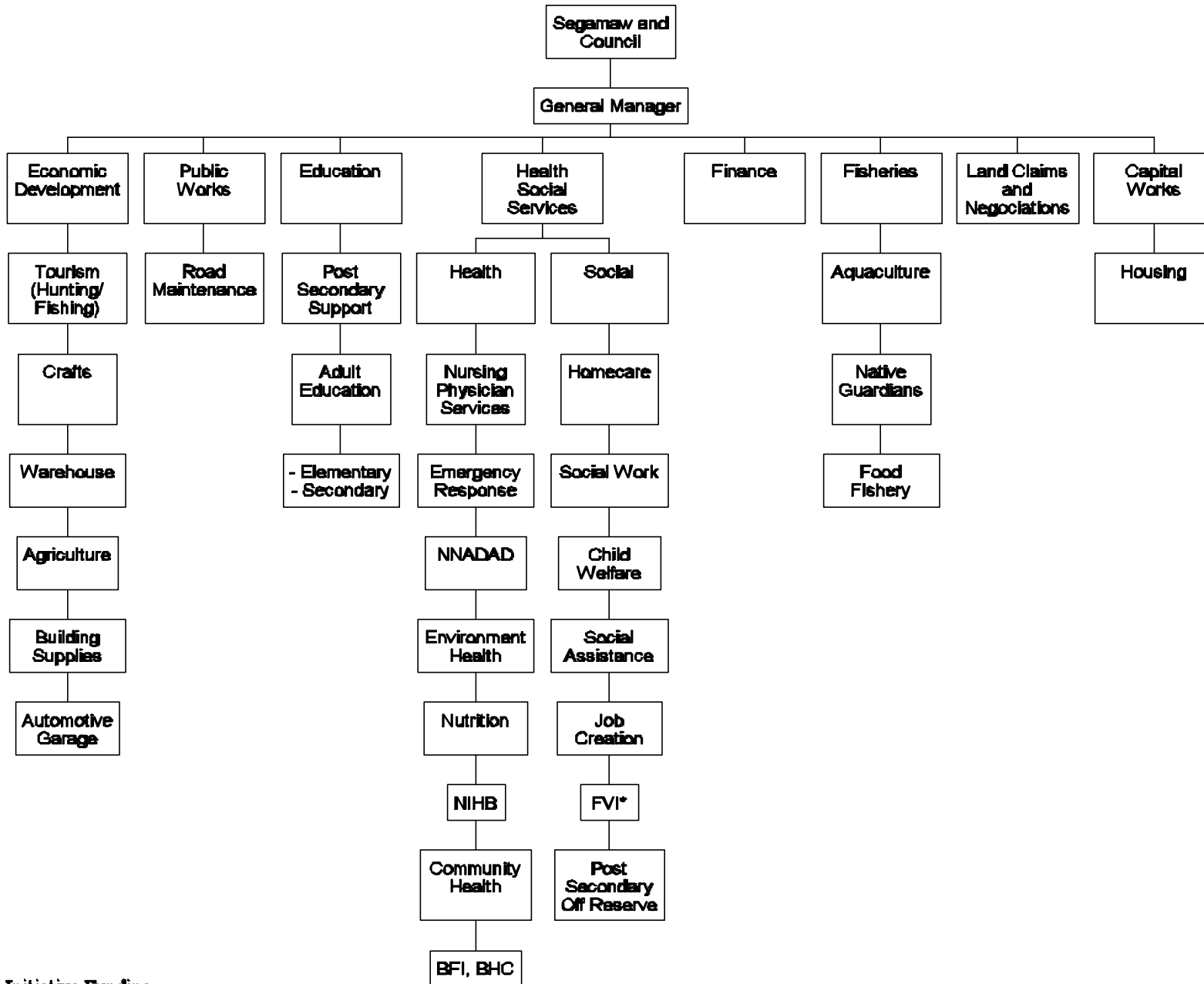
As of April 1996 there were 294 members of the community employed either full or part-time, or seasonally, in a range of operations and maintenance initiatives. There are also 20 members of the community employed in capital works projects such as housing construction and on reserve road reconstruction.

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<sup>1</sup> Post-secondary funding for reserve residents is covered under the Agreement and administered as part of the Education Program. The Band also administers the Post-Secondary Program for nonresidents of the reserve. However, this program is administered by Health and Social Services and is funded under a separate Master Funding Agreement.

Descriptions of some of these projects follow:

- **Agriculture** - Involves experimenting with food crop production. The Conne River delta has been identified as having rich soil with excellent potential. They are also studying the opportunity of producing forages and livestock;
- **Silviculture** - There is a concerted effort to reforest the woodlots for continual sustainable wood that is harvested for the sawmill operations;
- **Sawmill** - The sawmill operations supply the local needs for construction;
- **Christmas Tree Culture** - This is being cultivated for the broader Newfoundland market;
- **Automotive Service Station** - The station provides for the automotive service supply needs and also provides all-terrain vehicles for sale;
- **Heavy Equipment Service Centre** - Provides all necessary service and supplies, and rental and contract equipment for construction;
- **Marina** - Newly constructed, provides boating, snowmobiling and aquaculture supplies and services;
- **Cable Vision** - Offers cable TV to Conne River and the nearby community of Morrisville;
- **Tourism and Outfitting** - Offers tourism with remote but fully catered facilities, lodge rental for conference sessions and outfitting for fishing and hunting with native guides;
- **Aquaculture** - Operates a steelhead growout facility that is on the verge of full commercialization. The aquafarm provides the round product to the neighbouring S.C.B. Fisheries Limited's processing facilities for marketing.



\* Special Initiative Funding

## ***Section 3 - Findings***

This chapter of the report provides the evaluation findings in relation to the six issues identified in the Evaluation Terms of Reference.

### **Ability to Define Obligations to and Plans for the Community**

Issue 1 relates to the extent to which the Funding Agreement has enabled the Miawpukek Band Council to define its obligations to, and plans for the community.

This Agreement is essentially a grant provided to the Miawpukek Band Council, who are primarily accountable to Band members for the effective and efficient delivery of Community Services funded under the Agreement. It was the first of a series of funding arrangements which have provided Indian Band Councils with expanded authorities.

The Agreement is noted more by its lack of structure and definition which enables and facilitates Band Council to define its obligations and plans to the community. The Miawpukek Band is regarded by DIAND as a progressive First Nation and was defined as having “special status” through the first Agreement, thereby having the flexibility to allocate funds in accordance with community objectives.

Consistent with the expanded authority granted to the Band Council under the Agreement, the only specified reporting requirement to DIAND is the Annual Financial Audited Statement. As noted in the Agreement, this statement must contain, as a minimum, assets and liabilities, revenues and expenditures, equity in capital assets, changes in financial position and significant accounting policies.

#### ***Expectations of the Agreement***

The expectation of the Agreement, from the perspective of DIAND, is to provide a level of funding to the Band Council so it can manage and administer the Agreement with limited checks and balances. It has the flexibility to enable the Band Council to make its own decisions with regards to the allocation of funds according to Band priorities. It has also given the Council the ability to go outside the Agreement to access funds that are not available through the present Agreement. For example, there is presently a Master Funding Agreement with DIAND in place which addresses family violence, road construction, child and family services and post-secondary program (off-reserve). There is also a Health Transfer Agreement with Medical Services Branch of Health Canada, which provides resources to the Band Council to manage and administer a range of health services for the community.

DIAND's role is to provide the Miawpukek Band Council with funding in a manner that entails minimal DIAND involvement in the management and administration of the Agreement. There is a general environment of cooperation between the Council and DIAND, as reflected in the exchange of correspondence found in the files and the level of mutual respect articulated by the key informants. DIAND also provides information and assistance when requested. On a proactive basis, DIAND informs the Band Council of new programs and services which become available in the department.

The Band expects DIAND to provide adequate funds to manage and administer the minimum program requirements, with the flexibility to design programs according to Band priorities. It recognizes the need, under the Agreement to deliver certain core services such as: general Band government; public buildings, equipment and utilities; public safety; public works; culture and recreation; social development; land management; economic development; human resource development; education; and, housing.

As reflected by the Sagamaw and Council, the structure and wording of the Agreement provide the Band with the “. . . dignity to make its own decisions and define what its own priorities really are . . .”. To this end, the Agreement provides the Band Council with flexibility to transfer funds between program areas.

### ***Miawpukek Priorities***

Employment and economic development are the primary directions of Miawpukek Band Council as they strive for sustainability and a quality lifestyle for members of the community now and in the future. In providing for a quality lifestyle, they emphasize the importance of adequate housing, maintenance of public works including roads, sewage and water, and job creation programs as a means of offering positive productive opportunities to social assistance with the goal of long term employment.

Of significance in addressing their priorities, is the idea that all programs are interrelated and are not viewed by the Band as issues to be addressed in isolation of each other. For example, there is an emphasis on education, training and post-secondary education which is a means to long-term economic development and employment, which is a means to future sustainability. This, in turn, is a means of maintaining a quality of life.

Interviews with Sagamaw and Council as well as the survey conducted with the membership, reflected the importance of grounding their decisions for the future in Indian values and cultural awareness. This is particularly reflected in an increased focus in their spirituality and the preservation of the environment. For example, economic development is based primarily on a respect for the land and renewable resources.

Over the past six years a significant policy of the Council has been to train and hire qualified Band members for management, administrative and technical positions in the community. The Post-Secondary Education Program has contributed to significant progress in this direction.



While housing has been a priority for the community prior to the Agreement and even prior to the original 1985 Agreement, the Band Council has placed a priority on the development of a comprehensive housing strategy. They have developed innovative ways to allocate funds for housing that will benefit a higher proportion of the community than would have occurred under the standard DIAND Housing Program. These innovative approaches involve providing incentives for members to build their own houses; partnering funds with CMHC programs; and, grants and creative loan repayment arrangements.

## **Flexibility in Designing its Own Programs and Allocating Funds in Accordance with Miawpukek Priority**

The Agreement's flexibility puts responsibility on the Band Council to design and deliver programs consistent with community needs and priorities. The Council is obligated to provide services which meet minimum program requirements but may establish its own program allocations with the funds left, after the minimum program requirements have been met.

Section 4.2.1 of the Agreement explicitly states that the Band Council “. . . will deliver . . . programs to its members having the liberty to tailor these programs or introduce programs to meet its own concerns and conditions.” The minimum program requirements are referred to as “Community Services” and include: education; post-secondary education; social development; land development; membership; capital; a Band constable (policing); and, Band employee benefits. Once the reference levels for funding have been established, there is flexibility to set priorities within the funding “envelope”. There is nothing in the Agreement to preclude the Band from setting their own program allocations in relation to these priorities.

There are a number of ways the Agreement facilitates the allocation of funds by the Band Council to address its particular priorities. These include: receiving capital funding in advance on a cash flow basis; flexibility to retain surpluses or transfer funds between programs according to Band priorities and needs; and, utilizing economic development funds according to what they view as viable projects without the approval of, or accountability to DIAND (i.e., no planning/management strategies or monitoring/reporting mechanisms).

### ***Measure Impact***

The Band Council has established a number of ways to measure the impact of their programs, which gives a community the size of Miawpukek, a good sense of what its members are saying and how these initiatives are affecting their quality of life. The range of methods includes:

- periodic “community satisfaction surveys” that focus on specific program areas or community issues;
- feedback from community members at Council meetings and general assemblies;
- reports to Council from program directors based on their observations; and,
- letters from community members to Sagamaw and Council which always go to Council for discussion.

Hard data can be accessed from the school program where students follow the provincial curriculum and write standardized provincial exams, and from the annual reports of each of the programs which include both qualitative and quantitative information about the programs.

It should be noted that there is an annual review of management information. For example, economic development activities are periodically reviewed and those which are not meeting program goals are evaluated and decisions are made to either change or cancel them. The Agreement gives Council the authority to make these decisions based on their own internal mechanisms.

A community survey was conducted to ascertain the strengths and weaknesses of the programs from the perspective of the Miawpukek Band members. The detailed results of this survey can be found in Appendix 2. The following is a brief summary of these findings.

### **Summary of Community Survey**

The community survey was conducted by six employees from the Health and Social Services clinic. They interviewed 90 households and posed four questions to each household.

The first question referred to some of the most important things that the Band Council does in the community.

Survey responses indicated that, in the eyes of community residents, creating employment opportunities was by far the most important aspect of Council's initiatives. This is consistent with the mandate that Council has established for economic development and employment opportunities for the community. While social development is an important aspect for members who are unable to work, there is an emphasis on creating jobs for those who are able to work rather than rely on social assistance.

Another high priority for the community at this point in their development is education. This was seen as important in that it linked education and post-secondary education to the future development of the Band both in terms of economic sustainability and cultural awareness. Much of the curriculum at the school reflects native traditions.

The Health clinic was also an important program in that it provided more services on-reserve which meant members did not have to go to outside clinics where they often felt uncomfortable. They also felt it was important to have native persons administering and providing the services.

Housing was seen as important particularly for those who could not afford to build their own house. There were a number of comments as to the ability of the Band to increase the housing allocation in the community. This also contributed to employment and economic development (Building Supplies, Sawmill).

The second question addressed the areas members of the community think the Band Council is doing a good job and those areas which need improvement.

Members of the community were very pleased with the Council's employment initiatives for Band members. They were also very satisfied with both the education and health programs which were seen as essential to the future of the community.

While there were a number of areas that the community members viewed as needing improvements, the area of most concern to the majority was that of the Band police. There were a range of issues including the need for more training, selection practices and concern for the fair and equitable application of the law. The survey did indicate that it was critical for the Band to have their own police force, but they felt that this service needs greater attention in the future. Other areas, where some community members expressed concerns, were training for the fire department, allocation of housing grants and greater efforts to create employment opportunities.

The third question focused on the programs members felt were most beneficial to them.

A significant majority indicated that the Health clinic was most beneficial to the community. Employment, education, public works, social services, housing and economic development were also important to the community's sustainability and future independence.

The fourth question focused on the mechanisms in place for redress; i.e., if members had a problem with the Band Council how would they go about solving it. (This was a significant question in terms of how the membership viewed the accountability of the Council.)

The vast majority of respondents said they would first talk to the Sagamaw or Band Council then submit their dispute in writing to the Band Council. A significant number stated they would attend Council meetings if their issue was on the Council agenda. The next step was to take it to the General Assembly.

It was interesting that, although the process is to talk out the dispute with the program director, the majority of the membership would rather deal directly with Sagamaw and Council. This seems to underline the centralized decision-making structure of the community. There was an indication that if individuals did not feel satisfied dealing with the elected body they would not hesitate to put their problem in front of the membership at a General Assembly.

## **Flexibility to Pursue Miawpukek Priorities Under the Agreement**

Since being recognized as a Band under the Indian Act in 1986, the Miawpukek Band Council has taken on the mandate of turning the community into an economically self-sufficient community guided by traditional native values. The Band Council has a clear mandate to pursue economic development rather than being dependent on social programs. A number of initiatives have contributed to this goal. For example, approximately 90% of all administrative staff are community members with a significant number having attended training and educational institutions outside the reserve. More than 90% of the health and social services clinic and the school system is also staffed by trained Band members.

While pursuing the goal of self-sufficiency, the Band has chosen to do so in a manner which will have respect for the environment and minimal social impact on the community. The various economic ventures that the Band associates itself with are based mostly on the renewable primary resources and are consistent with the values and principles of native culture. It was also noted by many of the key informants from the community that the economic development initiatives are part of the holistic context of the community and are linked to other programs such as social development, education, housing, public works and other activities.

Section 4 of this report details four examples of how Miawpukek Band Council has established priorities and implemented successful programs and initiatives as a result of the flexibility provided in the Agreement. These are programs that are highly regarded by the community and may have potential for portability to other Aboriginal communities. They include the Aquaculture program, Band housing, Education, and Internet Access in Conne River and nearby communities.

## **Demonstration of Accountability to Band Members**

One of the significant differences between this Agreement and other funding Agreements is that it promotes and encourages accountability to the Band as opposed to explicitly defining accountability regimes. This method of accountability holds the Band Council responsible to Band members for defining its obligations to and plans for the community.

As reflected in the discussion paper on accountability (DIAND - April, 1996) “. . . adequate accountability mechanisms are key for any government to gain the respect of the people it serves and other governments.” The management of the Agreement, particularly the allocation of funds, is one of the key contributors to the type of relationship the Sagamaw and Council has with its membership. Accountability is agreed upon as an important principle among the general membership as well as the Sagamaw and Council. Formal and informal mechanisms for accountability are important components for a First Nation community the size of Conne River and it is evident that both are in place here.

Informal mechanisms are reflected in the day-to-day operations of the Band office through the implementation of the “open door” policy, as observed during the data collection for this evaluation. The administration building is open to the members of the community who frequent the office to access information from staff, including program directors, as well as Sagamaw and Council. This is a major effort by the Sagamaw and Council and the staff to ensure they are accessible to the membership on a daily basis, during the Band office hours.

There are also a number of formal mechanisms that ensure the membership is aware of the operational, administrative and management practices of Council, which in turn hold Sagamaw and Council responsible for the fiscal and program areas of the Agreement.

The Band has prepared Annual Audited Financial Statements on a timely basis each year during the Agreement. Council has made this statement available to Band members in written format as well as presented it verbally in summary form at the Annual General Assembly of the community.

Financial, program and management accountability mechanisms are built into the various policies and procedures of the Band and are recorded in the minutes of Council meetings. These procedures have been identified over time and are seen as a significant part of the historical evolution of the governing policies of the Band. There is a belief among the Sagamaw and Council, that having these mechanisms evolve within the existing community structures, has entrenched them as part of the governance of Miawpukek. As a result, the Band members take more ownership and responsibility for their implementation. It is our observation that they are effective and appropriate for this community.

The formal accountability mechanisms include the following:

- Council meetings that are open to the community;
- Minutes of Council meetings which are disseminated to all households;
- Monthly Reports by Program Directors to Band Council, i.e., a summary of activities;
- Monthly Financial Statements and written summary sheets which identify expenditures and financial commitments (trends) in each program area;
- Annual budgetary process involving the General Manager and program directors who are required to justify their budgets to the Council;
- An Annual Report and Audit which are presented at the General Assembly;
- Directors and Council who meet several times per year to specifically discuss employment and job creation strategies;
- Annual expenditures which are presented to the community at the General Assembly plus a plan for the upcoming year in order to maintain continuity in programing from one Council to another;
- Consultation with community at the planning stage of new projects;
- Quarterly assemblies, open to all Band members, where any issue may be raised and addressed by the Sagamaw and Council.

In terms of the components of transparency, disclosure and redress, the community has established procedures that go beyond the requirements that are set out in the present Agreement. They include the following:

- *Transparency* - The community is aware of the governance structures through access to files, minutes for Council meetings, and planning strategies prior to the implementation of program areas. Members of the community have opportunity for input to new initiatives or changes in programs and services through quarterly and annual assemblies, as well as attendance at Council meetings. Processes for hiring, conflict of interest, etc., are defined and conform to conventional norms.

- *Redress procedure* - There is a clear process for community members to follow if they wish to appeal decisions which affect them personally or the community in general. The initial step is to submit their appeal in writing to the program director who will meet with them immediately to mediate the dispute, and/or to the Sagamaw and Council. Each time a written appeal is presented to Council, it is put on the next Council meeting agenda. If they are still unsatisfied with the decision, they can submit it to the annual general assembly for discussion by the broader community. The emphasis is to promote discussion by the membership if it is an issue that has implications for the broader community.
- *Disclosure* - Financial disclosure to the membership is made through the annual financial audit which is presented at the annual general assembly, as well as open access to program files reflecting financial statements and budget information. Each program area submits to Council on a monthly basis, a financial statement outlining their expenditures and commitments. These statements are available to members of the community upon request. The only exception to this is confidentiality of social assistance files.

The Sagamaw and Band Council are satisfied with these procedures and do not want these accountability mechanisms to change. It would also appear that the general membership is satisfied as reflected in the community survey conducted for this report.

## **Comparison of Accountability Mechanisms in Miawpukek Versus Financial Transfer Agreements (FTA)**

The accountability provisions of an FTA explicitly delineate expectations of Band Councils in relation to the principles of transparency, disclosure and redress. The underlying purpose of these measures is to ensure the membership, that the allocated funds are managed with integrity and achieve the objectives of the Agreement. The accountability provisions are clearly identified in Schedule F of the Financial Transfer Agreement (see Appendix 1). It is not the intention here to detail these provisions in this report but to provide comment on how Miawpukek Band accountability mechanisms compare to these three specific principles. Overall, the Miawpukek Band mechanisms go beyond FTA requirements in the area of accountability.

### **1) Transparency**

The Band has exceeded FTA *organizational* requirements.

For example, Miawpukek has entrenched in their constitution, that selection and hiring policies must reflect minimum qualifications and standards for key management, administrative, and directors' positions; e.g., general manager, health director, education director etc. This practice avoids patronage appointments and ensures that the appropriate people are hired to do the job.

In terms of *delegation to Band Entities*, Miawpukek exceeds the FTA requirements. All program directors have a clear understanding regarding their responsibility to the Sagamaw and Council to account for their financial records on a monthly basis, in a fashion which adheres to accepted accounting practices.

The Band's *Annual Budgeting Process* conforms to requirements stipulated under an FTA. The Council has a variety of mechanisms to plan and monitor the budget process. This is done primarily through the General Manager who prepares the annual budget in consultation with the program directors for Council's approval. There are a number of internal checks and balances to ensure this process follows appropriate financial planning.

There are a number of guidelines to monitor the *conflict of interest* areas for elected officials and staff of the community. There is a strong bureaucracy to support these guidelines and ensure they are not being violated. The approval of Sagamaw and Council is required for all expenditures of funds after they have been submitted by the program directors for their respective areas. These are closely adhered to in that there are a number of management and administrative personnel that screen the spending of funds.

As reflected above, Council approves all expenditures for the Band including benefits and compensation for elected officials and staff. The Council has also established policies for loans and advances to Band members that follow responsible practices. These practices are reinforced by the recognition that the priority is the well-being of the community and that misappropriation of loans or advances would not be in the best interest of the community as a whole.

## 2) **Disclosure**

The Miawpukek Band Council conforms entirely with FTA requirements for disclosure of information to community members.

There is full disclosure of the expenditures and projected budget to community members. These are made available through the annual financial audit as well as open access of the financial statements to the Band members upon request. There is also a monthly financial statement submitted to Council from each program director, which outlines expenditures and commitments. These statements are available to members of the community upon request.

It is noted that this area was not an issue that was articulated by the membership in the community survey and the data reflects that the membership accepts the practice of an "open door" policy in addressing the issues related to disclosure. During our visits to the community, we noted the importance of the "open door" policy in the community and the daily application of this policy as community members seek information from elected and appointed officials.

Via the "open door" policy, Miawpukek Band Council exceeds the specific provisions of FTA for disclosure by providing access to all files and documents with the exception of confidential Social Assistance and medical files.

## 3) **Redress**

Community members are aware of redress procedures. In most program areas such as health and social services, education, and economic development, there are procedures in place where the program director is the first line of redress. If this does not resolve the issue, it goes to Sagamaw and Council. While this is the stated policy, the majority of concerns go directly to Sagamaw and Council either verbally or in writing.

When members have an issue with Sagamaw and Council, they formally submit their dispute in writing and it is immediately put on the Agenda for the next Council meeting. They then have the option to take it to the general assembly for further community discussion. These are seen as appropriate procedures by the community.

## **Appropriate Mechanisms for Implementing the Objectives of the Agreement**

Overall DIAND's role is to provide funding in order to support the Miawpukek Band Council in meeting their priorities and needs as they pursue their goals of economic development and sustainability. Furthermore, in pursuit of their ultimate goal of self-government, the Agreement supports the Band's objectives of integrating their own language, culture and spiritual heritage throughout the design and implementation of their programs.

In order that DIAND is able to carry out its responsibility to Parliament, it needs to ensure that there is an appropriate system of accountability in place at the community level and a governance structure to manage the funds according to the needs and priorities of the Band. DIAND's role in terms of the implementation of the Agreement is to ensure that the terms and conditions of the Agreement are met as determined through a review of the annual program reports and the annual audited financial statements. DIAND and Band officials agreed that no difficulties have arisen in relation to the annual audit during the course of the Agreement.

At the level of headquarters, DIAND provides the accountability framework and prepares the grant authority on estimates from Treasury Board. At the regional level, DIAND facilitates the administration and implementation of the Agreement so that it meets the needs and priorities of the Band.

### **Adjustment to Funding**

There are two aspects of adjustment to funding. The first relates to adjustments to services covered by the Agreement. The original 1985 Agreement was specifically authorized by the Treasury Board and the current Agreement followed this practice. Since the authority contained specific limitations and parameters, revising the Agreement to cover additional services would have required a Treasury Board submission. This is not a practical approach since delays of up to a year would be expected. Consequently, DIAND has funded additional services to be provided by the Band Council (e.g., family violence, road construction and maintenance, post secondary program for off-reserve residents) via a separate Master Funding Agreement (MFA). While both DIAND and Miawpukek Band officials agree that this was the only practical approach available, it is not a satisfactory arrangement. Both parties noted that the MFA imposes much greater reporting and administrative requirements than the core funding Agreement even though it covers only a small portion of services delivered by the Band Council.

The second aspect of adjustments to funding relates to price and volume adjustments as stipulated in the Agreement. The Agreement specifies clearly the criteria for specific program-related volume adjustments, however, it is vague as regards the overall annual price and volume adjustment



### ***Program-Related Volume Adjustments***

The Agreement stipulates clear provisions for volume adjustments related to:

- primary and secondary education;
- Social Development; and,
- O&M Capital.

The latter two areas have proven problematic.

### **Social Development**

In the case of Social Development, the Band and DIAND have on one occasion invoked the Agreement's dispute resolution process around this issue. This has not proven effective in resolving the differences between the parties.

The Agreement stipulates: "Basic Social Assistance budget will be established annually based on the average case months for the previous year (volume) . . . ". At issue is the way in which the Band uses its social development funds in relation to job creation. There is a difference in the definition of a "case" between the Band Council and DIAND. The Band Council has decided to combine a job creation initiative with its social assistance program as a way of ensuring that persons who are capable of entering the work force are encouraged and given every opportunity to do so.

DIAND's interpretation of the Social Development formulae does not accept social assistance data for the period while former social assistance recipients are in receipt of Unemployment Insurance benefits. They suggest that social development is interpreted to mean: "provincially equivalent rates and conditions". DIAND contends that the Band's practice alters the social assistance rates, conditions and eligibility period and furthermore, is not comparable to provincial practices.

The Band Council contends that its practice of diverting Social Assistance funds to Job Creation Initiatives has resulted in significantly lower expenditures than would have been incurred had the Band Council paid out direct Social Assistance entitlement to its eligible members but higher expenditures than are covered by the funds earmarked for Social Development under the Agreement. They note that, during the course of the Agreement, many adolescents in the community became young adults (see Table 1) and that the natural growth of jobs in the community was not sufficient to absorb this influx of new workers. This has resulted in a growth in expenditures under the Job Creation Program. The Band Council contends that they are eligible for a volume adjustment under the Agreement since, in the absence of their Job Creation Program, the Social Assistance caseload would have increased to levels which would trigger a volume adjustment under the Agreement. The Council also disagrees with DIAND's contention that their job creation practices are dissimilar from provincial Social Assistance programming.

It is beyond our mandate to comment on the specific aspects of the disagreement between DIAND and the Band. However, it is our conclusion that the existing Agreement is flawed in this area. The volume adjustment clause is intended to provide protection to the Band in the event of growth in the number of adults who are unemployed in the community. However, in view of Band policy to fund Job Creation as a positive alternative to Social Assistance, the existing clause can never be activated and thus fails to provide the intended adjustment.

### **O&M Capital**

The Agreement stipulates: “Funds are provided through this Agreement for the operation, maintenance and the protection of the life of non-housing assets. Volume increases will be adjusted on those assets constructed and identified in the Band’s approved Capital Plan”. Band officials noted that the capital infrastructure of the Band has increased during the course of the Agreement and that they have been unable to determine whether they are entitled to and are receiving a volume adjustment in this area. The difficulty here is that neither the Agreement nor information provided by DIAND stipulate the method of calculation for the volume adjustment. As well, the Band Council is uncertain as to the valuation of its assets by DIAND. Finally, this issue is complicated by DIAND’s practice of providing an annual price and volume adjustment.

### ***Annual Price and Volume Adjustment***

The Agreement includes a price adjustment clause as well as the three volume adjustments noted above. This clause reads: “Any annual adjustments authorized by Treasury Board related to price changes will automatically be made to the Band’s Base Budget. These changes will immediately be communicated to the Band.” The Band Council has received annual increments under the Agreement but is concerned about the communication aspect. First of all, as noted above, it is unclear to the Band Council whether or not this annual increment includes a volume adjustment relating to O&M Capital<sup>2</sup>. Secondly, the staff at the Band Office has been unable to obtain sufficient detail from DIAND as to the basis for the adjustment to allow them to satisfy themselves that the adjustments are appropriate. Since this has been a long-standing unresolved issue, it is the perspective of Band officials that a future Agreement will have to stipulate, in detail, DIAND’s responsibilities to communicate the basis of calculation.

### **Dispute Resolution**

The purpose of any dispute resolution process is to give both parties a formal opportunity to openly discuss the issues and be able to draw on an “expert” mediator, advice or evidence that may help them resolve their differences without resorting to a more legally binding process.

A dispute resolution was initiated around the adjustment formulae for social development but the process was not pursued beyond the first phase, i.e., “The Department Representative and the Band shall meet to attempt to resolve the dispute within 15 calendar days of either party giving written notice to the other . . . “.

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<sup>2</sup> It is the understanding of the Band Council that they are not receiving an adjustment under this clause but clarity is lacking.

It is our conclusion that the existing Dispute Resolution Process is appropriate and that the difficulties experienced in its application were attributed to the previously noted flaw in the Agreement regarding volume adjustment.

**DIAND Responsibilities - Funding Information and Program Advice**

DIAND has responded to requests on a timely basis and has made an effort to negotiate with the Band when necessary. An example is the establishment of the Master Funding Agreement which was set up outside the Contribution Arrangement to address the issues such as post- secondary education, road construction, and family violence.

Overall, there has not been a problem in providing funding information to the Band. Other information related to programs or interpretation of the Agreement has been communicated on a timely basis. There have been few requests for advice on issues related to the Agreement.

## ***Section 4 - Examples of Successful Programs/Initiatives Resulting From the Flexibility of the Agreement***

Generally, the Band Council has utilized the flexibility provided under the Agreement to develop programs/initiatives which are consistent with community priorities and values. The level of innovation is high and includes both the development of innovative approaches to delivering core services as specified under the Agreement as well as the allocation of funding to initiatives not expressly cited in the Agreement but which correspond to community needs and priorities. A key characteristic of the approaches implemented by the Band Council, and emphasized in our visits to the community, is the degree of linkage among the various programs and services.

Since being recognized as a Band under the Indian Act in 1986, the Miawpukek Band Council has taken on the mandate of turning the community into an economically self-sufficient community guided by traditional native values. The Band Council has a clear mandate to pursue economic development rather than being dependent on social programs. A number of initiatives have contributed to this goal. For example, approximately 90% of all administrative staff are community members with a significant number having attended training and educational institutions outside the reserve. More than 90% of the health and social services clinic and the school system is also staffed by trained Band members.

While pursuing the goal of self-sufficiency, the Band has chosen to do so in a manner which will have respect for the environment and minimal social impact on the community. The various economic ventures that the Band associates itself with are based mostly on the renewable primary resources and are consistent with the values and principles of native culture. It was also noted by many of the key informants from the community that the economic development initiatives are part of the holistic context of the community and are linked to other programs such as social development, education, housing, public works and other activities.

In this chapter, we describe four examples of how Miawpukek Band Council has established priorities and implemented successful programs and initiatives as a result of the flexibility provided in the Agreement.

### **Miawpukek Aquaculture**

The Miawpukek Band, in conjunction with the Marine Sciences Research Laboratory, was involved in the 1970's with an investigation into the oceanographic parameters of the Bay d'Espoir estuary. There was some thought at the time that the estuary held potential for the growing of giant sea scallops. During this investigation it was discovered that the area had temperatures that might be suitable for the grow out of salmonoids. To verify this, the Band participated in some of the early experiments and feasibility studies.

During the early 1980's the Newfoundland and Labrador government pursued the development of salmonoid aquaculture in earnest. The Band took an observatory role during that process. At that time, the Band had just received federal recognition and was concentrating its efforts on developing its own governing infrastructure. As this process matured, the Band began to seek out economic opportunities that would provide self-sufficiency and long term meaningful employment for community members.

In 1985, the Province, in partnership with the Bay d'Espoir Development Association, built a hatchery in order to supply the industry with Atlantic salmon smolt. Several small farms subsequently merged to form one company, "S.C.B. Fisheries Limited". During this initial period, techniques for overwintering salmonoids under ice and early stocking were developed.

#### *Pilot Project*

It was the initial success of S.C.B. Fisheries that drew the attention of the Band back to aquaculture. After consultation with both The Atlantic Canada Opportunities Agency and Aboriginal Business Canada, a pilot project culturing steelhead trout (ocean raised rainbow trout) was set up to assist the Band in determining the significance of the economic opportunity. The pilot project was judged a success in that it provided employment opportunities for community members; resulted in partnerships with similar economic ventures in the area; and, provided information which established the economic viability of commercialization. The present level of operation is capable of producing approximately 200 tonnes (round weight) of steelhead, an insufficient level of production to allow the desired economies of scale that maximize efficiency and profit.

#### *Commercialization*

The Band is now proceeding to expand production levels to approximately 800 tonnes. The results of the smaller-scale pilot project indicate that financial viability can be expected at that level. The expansion is being financed by a combination of sources including: the Miawpukek Band (using some of the resources available to it under the Agreement); Aboriginal Business Canada; the Atlantic Canada Opportunities Agency; and the Canadian Imperial Bank of Commerce. It is estimated that Miawpukek Aquaculture will achieve \$1,777,833 in gross revenues in 1998 with a net surplus of \$48,334; in 2000 \$3,874,298 in gross revenues and \$704,319 in net surplus. This level is anticipated to be sustained thereafter.

The expansion of this economic venture is expected to create or sustain 3 jobs in management, and 16 jobs in grow out. This production will result in 8 person years of processing labour. It is projected that, for every job created in direct aquaculture production, there is another anticipated 1.5 jobs created indirectly in the service sector. This amounts to an anticipated creation of another 40 jobs within the surrounding area.

### *Role of the Agreement*

The flexibility of the Agreement has enabled the Band to allocate a portion of the funding to develop the management and technical skills of Band members to operate the Aquaculture operation. For example, there is presently one manager, one foreman, five fish farm technicians, three divers, and one equipment operator employed by the project. These employees have training in aquaculture and scuba diving, and each have a minimum of two years experience with steelhead culture. The manager has accessed post-secondary funds through the Agreement to attend courses at both the Fisheries and Marine Institute of Memorial University of Newfoundland and the University of Maine's Department of Aquaculture.

### *Ownership and Management Approach*

Miawpukek Aquaculture is owned and operated by the Council of Conne River Micmacs. Currently, the business is administered out of the Band office, situated in Conne River and will remain there until the proposed Fisheries Centre is built. The management and staff for Miawpukek Aquaculture are Band members.

Miawpukek Aquaculture has a close working relationship with S.C.B. Fisheries, the largest and most experienced salmonoid aquaculture operation in the province, and is able to draw on their expertise. The major players in the Bay d'Espoir industry have adopted a team approach to problem identification and resolution. Sharing of information is easily facilitated and all farms can be better prepared to meet certain challenges.

The management structure of Miawpukek Aquaculture consists of the Band General Manager, the Finance Department, the Director of Fisheries, and the Miawpukek Aquaculture Manager. The senior management is responsible for determining the overall direction for Miawpukek Aquaculture. The Director of Fisheries and Miawpukek Aquaculture Manager are responsible for the day to day operations of pursuing those goals with respect to identifying funding, acquiring licenses, collecting data, and hiring. The General Manager and Finance Department are responsible for maintaining financial information and presenting summary financial reports and analysis to Council.

### *Summary*

The production from this farm will be marketed as a Newfoundland product through the marketing division of S.C.B. Fisheries Limited to enable them to meet the current and projected demand for Newfoundland Steelhead. The aquaculture industry must service international markets and from a global perspective, this project is influenced by the same cost structures and revenue structures as other aquaculture firms. Considerable research has been conducted on: the location of the farm; the production formulae; the product; potential marketing strategies; the competitive market; and, management and personnel requirements.

Miawpukek Aquaculture is a good example of how the Band has identified an economic opportunity and developed a comprehensive strategy to partner with the private sector and funding agencies to make this a viable project. The spinoffs to the Band include: revenue from the investment; employment for Band members; development of a knowledge and skills base for a growing industry; and, links to the international marketplace.

## **Band Housing**

Housing has always been a contentious issue on the reserve in that members have never felt there was sufficient housing to meet the demand. As a result, housing is seen as a major priority for the Band and they have used the flexibility of the agreement to allocate funding to a variety of housing initiatives.

In the past, under the standard DIAND housing program, funds were provided for housing shells, water and sewerage, as well as maintenance. However, under this approach, individuals frequently moved into the house shell and did not finish it. Council has now developed a comprehensive approach to housing which consists of four innovative applications of programs.

Under the Agreement there is an indexed allocation of \$387,123 for housing. The rationale for this amount is that if funding was allocated exclusively to new home construction for Band members, these funds would allow for construction of 6 housing units per year. By using the flexibility of the Agreement to reallocate funds, the Band has been able to address its priorities according to a variety of needs within the community. It includes a) New Construction - \$252,123 (4 units); b) New Homebuilder Grants - \$60,000 (10 units); c) Section-95 Funding Equity - CMHC - \$50,000 3 units; d) Homeowner Construction Assistance - \$25,000 (1 to 5 units).

The effectiveness of this internal reallocation strategy is demonstrated by the fact that in 1990 there were 123 houses on the reserve, today there are 189, an increase of 66 houses in 5 years. This contrasts favourably with the 36 houses which would have been constructed in the past 6 years in the absence of innovative approaches.

### **New Home Construction**

The original funding allocation policy allowed for approximately 6 new houses per year that were given to Band members who were on a Band Housing List based on need,(see below). Band Council has reduced the number of new finished housing units to 4 with a present cost (1996) of \$252,123 for these new units including labour, materials and supplies, project management, and contractors such as heating, electrical, plastering, painting, cabinet contractors, and plumbing.

In 1986 the New Home Application List contained 26 names and in 1996 it contains 61 names who are requesting housing from the Band. Applicants must be a registered Band member living in Conne River for a period of no less than five (5) consecutive years prior to selection. Individual Band members are eligible for one only Band constructed house per lifetime. To ensure a fair comparison of applicants with similar circumstances, the housing list is divided into two categories: a) applicants who reside in their own existing house; and b) applicants with no existing house who are either renting or residing with other persons.

There is a priority list for this housing which is allocated according to need. The Band has identified a list of selection criteria which helps Council define and quantify need, with a point system for each category. Recognizing that individual situations change, there is an annual review of this list. The ranking criteria include:

- **Combined family income ;**
- **Over-crowding** - a function of the total number of individuals living in a current residence divided by the number of bedrooms in that residence; consideration is given where more than five (5) individuals are forced to utilize the same bathroom and siblings of the opposite sex where either is over the age of six are forced to share the same bedroom.
- **Condition Evaluation** - an assessment of the applicant's current living condition who is either living in their own existing house (more than three years old) or for an applicant with no existing house who is either renting or residing with other persons.
- **Special Health Considerations** - where applicable, an assessment is carried out by medical personnel to certify the severity of health problems brought about or aggravated by an individual's current living condition.
- **Family Type and Size** - Applicant, Spouse, Born in Conne River, Not Born in Conne River, # of children.

### **New Homebuilder Grant**

A portion of the allocation for housing is earmarked for 10 grants of \$6000.00 each to individuals who wish and are able to build their own new homes. The purpose of the grant is to give Band members who want to and are capable of building a house, the incentive and opportunity to do so. It is a grant for building material supplied through the Conne River Building Supplies at a cost that is competitive with off-reserve prices. Grants cover the cost of building materials and do not apply to the purchase of appliances, furniture, tools or other items of a similar nature. Grants are issued early each fiscal year and must be utilized before March 31 of that fiscal year. The grant will not be used in any way to reimburse for work already completed nor can it be used to carry out additions or renovations to existing homes.

Individuals who have received a home building grant will not become eligible to have their name on the list for Band housing. The payoff to the Band is that their name is removed from the housing list and a portion of the money goes back into the Band by buying the materials through the Band-owned building supplies store. Selection of individuals is based on persons who have resided on the reserve for a substantial portion of their life (half) of which a minimum of five years has been continuous residency immediately prior to applying. They must have a valid building permit for an approved site on reserve and they must have started a new home construction and have completed an approved foundation.



### **Section-95 Funding Equity**

A portion of the housing allocation (\$50,000) from the agreement is channelled through CMHC Section-95. Under an agreement with CMHC, the Band purchases approximately three mortgages to build 3 housing units for Band members. They, in turn, rent these units to members who are eligible for a period of 25 years at which time they are able to own the house. Applicants must be a registered Band member living on the reserve. Applicants should have a combined yearly income in the range of \$25,000 to \$45,000. Incomes over \$45,000 do not meet CMHC criteria for this program. Band officials are also exploring the potential of negotiating a loan guarantee with CMHC (Section 6) whereby persons with an income of over \$45,000 can secure a mortgage for new housing on the reserve.

All applicants are subject to an initial financial assessment to ensure their ability to make the required payments without undue financial hardship. This assessment is implemented by the credit authority within the Band's accounting department. Applicants not meeting the financial requirements are not considered for Section-95 housing. To ensure fair comparison of applicants with similar circumstances, the applicants are divided into two categories: applicants who reside in their own existing house; and, applicants with no existing home who are either renting or residing with other persons.

### **Homeowner Construction Assistance**

For the past five years, the Band Council has allocated an annual budget of \$25,000 for homeowners to construct, renovate or repair their own home. This assistance (\$25,000) covers the costs of skilled tradesman. The homeowner is responsible for the cost of the building materials. This provides an opportunity to maintain a house in good repair for eligible families who may not ordinarily be able to afford such maintenance. Since the workers funded under the program are skilled tradespeople, the program provides assurances that repairs and renovations conform to Building Code requirements.

Typical repairs and renovations funded include the expansion of a room because the family size has increased, or the repairs to a roof or other structure that may lead to serious hazards for the family.

### **Summary**

As shown in Table 3 on the next page, the housing strategy is intended to address the needs of community members across a broad range of incomes.

**Table 3: Relationship of Housing Program to Income**

PROGRAM		INCOME
Type	# of Units	
New Construction	4	Low - Social Assistance Recipients
New Homebuilder Grant	10	Low - Medium
CMHC, Section 95	3	Medium
Homeowner Construction Assistance	--	Existing homeowners (\$25,000 - \$45,000)
CMHC, Section 6	(Possible future initiative)	High - >\$45,000

This program maximizes benefits to the community by employing Band members who are skilled tradespeople such as electricians, carpenters, painters, etc. In this way, wages and other monies stay within the community.

## Education Program

Allocation of funds to the school program allows for the maximum flexibility in using the money according to the needs and priorities of the school program. The school is accountable to Sagamaw and Council and the Education Director meets with Council approximately 2-3 times per year and makes a full report at the end of the school term. A final report is given to the Annual assembly.

The school functions as a community resource for all members of the Band. It is open from 8 am to 10:30 pm and is accessible to adults in the community for adult education, physical fitness, industrial arts, library, and computer programs. It also administers the post-secondary education program for on-reserve members of the community.

The school follows the Newfoundland core curriculum in order to provide students with the opportunity to go to post-secondary schools in and out of the province. This curriculum is enhanced by courses focusing on issues relevant to native culture. Students write the grade 12 public exams<sup>3</sup> which provides a benchmark for their performance. They also participate in various standard testing such as the Canadian Test of Basic Skills and the Primary Math Criteria Reference Test.

The school has been allocated a budget for operations and maintenance and has operated within budget over the past several years.

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<sup>3</sup> Public exams were discontinued by the Province shortly after preparation of the first draft of this report.

Texts are purchased from the Newfoundland Department of Education. While the province subsidizes other schools 75% for these texts, they do not subsidize the Miawpukek school for any of the core text books. Teachers do have access to professional service training from the local school board and are members of the Newfoundland Teachers Association.

A significant program which is emerging in the school and, which reflects a flexibility in the use of funds from the Agreement, is their developing area of computer expertise.

Local administration of the Post Secondary Education Program has also proved advantageous to the community and, as in other areas, the flexibility provided under the Agreement has been utilized. In particular, the Program has been used extensively to educate individuals for employment in the community. Some examples of individuals who have availed of the Program and returned to the community are the Band lawyer; teachers in St. Annes school, the public health nurse, the Director of Health and Social Services and a chartered accountant. Prior to the training of these individuals, these positions were typically filled by non-Band members.

The examples noted above represent occupations which require conventional post-secondary education. The Program has also been used to provide other training and education which is needed in the community. Examples include specialized courses for workers and management at Miawpukek Aquaculture, as well as carpentry and electrician courses.

To date the majority of Band members that have accessed this program have returned to the community. Generally, they have returned to employment situations which were earmarked for them prior to undertaking post-secondary education. However, the Program is also used to support individuals who are unlikely to be able to utilize their skills and education within the community. One of the advantages of local administration is that Band members applying to the Program are provided with an awareness of whether the community is likely to be able to employ them upon completion of their education.

The program is administered by the Education Director on behalf of the Band Council. The student aid policy includes: tuition; living allowance; books; and, travel expenses. The funding provided is related to expenses. For example, the Band will provide a living allowance which exceeds the maximum specified in DIAND guidelines in response to evidence that a need for additional funding exists.

## **Internet Access**

A significant program which is emerging in the school and reflects a flexibility in the use of funds from the Agreement, is their developing area of computer expertise. Over the past year the school has upgraded their computers and developed a computer lab in the school. Because Stemnet has been inadequate in providing access to the Internet and is now being phased out of the region, the school had no way of adequately accessing the Internet. One of the teachers did some research in this area and the school now has an agreement with CANCOM from Ontario to set up a satellite in Conne River, which will not only provide Internet access to the school and the community but the school will become the Internet provider to subscribers from neighbouring communities in the Bay d'Espoir area (population is approximately 9,800).

It is projected that revenues from off-reserve subscribers will subsidize the cost to the Band and help pay for the equipment over the next few years. All the teachers in the school are being trained in this technology. This will give the community access to other native schools and communities across the country as well as open up opportunities provided through the Internet. The school will administer the Internet program and will allocate a teacher to administer the computer program.

The CANCOM connection with the Internet will be the primary avenue for individual users who wish to link to the Internet through their home computers. Users will have a high-speed connection via satellite to the Internet. A package is now being put together that includes: a list of services and relevant costs; terms and conditions for public access to Internet accounts, and, a subscription agreement. This package will be made available to the general public as a way of recovering the costs for this investment.

By pursuing a satellite connection with CANCOM in Ontario, it bypasses the inefficient analog phone lines to and from the Bay area. Having the Internet service at the school enables the Band to become the Internet Access Provider for Conne River and the Bay area. Industry Canada - through the First Nations School Access Project - has agreed to provide funds and equipment to initiate this project. The school will receive a Pentium 100 computer and funds to offset the cost of hooking into the Internet for the first 1-2 years.

St. Annes School has taken its 286-386 DOS based system and upgraded its entire system to state of the art Pentium (586) computers. (The older 286 and 386 computers have been moved to individual classrooms where students can utilize them for a variety of tasks including typing and running DOS based educational software). The lab now consists of 12 fully functional Pentium 100 computers which are networked to a Pentium 133 NT file server. Six other computers located outside the lab are also wired to the network. Four of these are located in the main office area, one is located in the staff room, and the sixth is located in the Native Resource Centre. Also wired into the network is a CDROM tower which contains 5 CDROM drives. The tower plus the CDROM file server itself gives a total of 6 CDROM drives available to any user connected to the network.

Once the Local Area Network is hooked into the Internet through the St. Annes' CANCOM connection, unlimited educational resources will be available for staff and students at St. Annes School. A proposal is being presented to Council in the near future with the goal of accessing Pathway dollars to fund two 30 week computer courses for adults in the community. Utilizing the school's new computer lab, each course will have a capacity of 12 students. Two courses would enable a total of 24 individuals to enroll. These courses would be made available to Band members who wish to learn the basics of various computer topics including Windows 95, software applications and access to the Internet.

## **Appendix 1 : Accountability Provisions**

## ACCOUNTABILITY PROVISIONS

In accordance with section 2.1 iii) and 7.3 of the Articles of Agreement, the Council shall maintain in operation a system of accountability which shall meet the principles of transparency, disclosure and redress, with respect to the resources and services associated with this Agreement. Such measures shall exist to maintain the confidence of community members and the general public that public funds set aside for the benefit of community members are being managed with probity and achieve the objectives for which they were appropriated by Parliament.

### 1.0 Transparency :

#### 1.1 Organisation :

The Council shall ensure that specified mandates, clearly identified roles, and defined relationships exist for :

- a) authorities, boards, agencies or committees established by Council to administer services; and
- b) commercial entities supported by Council through grants, loans or investments.

#### 1.2 Delegation to Band Entities

Where the Council delegates authority or transfers resources to band entities this Agreement it shall ensure that such band entities :

- a) adhere to the accountability provisions of this Agreement; and
- b) maintain financial records and prepare financial statements in a manner permitting the preparation of annual consolidated financial statements by the Council, in accordance with generally accepted accounting principles.

#### 1.3 Annual Budgeting Process

The Council shall approve annually a Multi-year Financial Plan, covering at least the period of this Agreement, for the purpose of :

- a) allocating public funds provided under this Agreement for the delivery of community programs; and
- b) determining the sources of funds to be employed by the Council for the delivery of programs, including the maximum amount of debt financing which shall be incurred.

## 1.4 Conflict of Interest

The Council shall approve conflict of Interest guidelines for Chief, Councillors and employees of the First Nation, to protect officials and members of the community. The guidelines shall, as a minimum, indicate that :

- a) public funds, programs and services are for the well-being of the community and shall be managed for that purpose; and
- b) elected and staff officials of the First Nation are prevented from personally benefiting, beyond their agreed upon compensation, as a result of the position they hold.

## 2.0 Disclosure

2.1 The Council shall make the following documents freely available to all members of the band upon request at no charge :

- a) this Agreement and any amendments;
- b) the Multi-year Financial Plan, within one month of the start of the fiscal year, including planned level of debt financing;
- c) the annual return prepared in accordance with the Year-End Reporting Handbook for DIAND Funding Arrangements, including the annual audited financial statements and auditor's report and opinion, within four months of the end of the fiscal year;
- d) monthly reports showing expenditures and financial commitments for previous months;
- e) program evaluations prepared with respect to community services; and
- f) policies, procedures and guidelines developed in accordance with the conditions set out in 1.0 of this Schedule.

2.2 The Council shall disclose, in its audited annual financial statements, the following information listed by individual beneficiary :

- a) loans and advances made to individuals and organizations, including the name of the borrower, amounts owed, the reason for the receivable and the amounts repaid in previous years or written-off; and
- b) compensation, housing, heating, travel and telephone allowances paid to elected officials and senior staff.

2.3 The budget, the financial plan, outlining the major expenditure for the up-coming year, and the audited financial statements for the previous year shall be disclosed to the band membership in an open meeting.

### 3.0 Redress

3.1 The Council shall develop and implement policies, procedures and guidelines to address :

- a) disputes between community members and the Chief/Council; and
- b) disputes between community members and staff employed by the First Nation.

3.2 As a minimum, such policies, procedures and guideline shall provide for :

- a) simple, clearly defined, impartial dispute resolution mechanisms or initiating, presenting and resolving disputes;
- b) a reasonable timeframe within which disputes must be initiated and resolved;
- c) an appeal process when parties do not agree with the decisions reached; and
- d) appropriate remedies based upon the outcome of the dispute resolution.

3.3 Failure to adhere to the accountability provisions of this Schedule will be considered by DIAND to be a default, under Section 11 of this agreement and remedial action may be initiated, as set out in Section 12, on the part of the Crown.



## **Appendix 2: Results of Community Survey**

## Appendix 2: Results of Community Survey

The following is the results from the community survey conducted by six staff from the Conne River Health and Social Services clinic. A total of ninety households were canvassed for this survey. Each area of the community is represented and every second house was chosen to give a random sample of the population.

There were four questions posed to each household representative. Most houses gave more than one response to each of the questions.

1. What are some of the most important things that the Band Council does in the Miawpukek community?
  - . Employment opportunities - 40
  - . Range of Health services - 33
  - . On-reserve education program - 30
  - . Band housing - 22
  - . On-reserve public safety (police and fire department) - 18
  - . Public Works (road construction, water and sewage) - 13
  - . Elder care - 10
  - . Post-secondary education - 8
  - . Administration of Band office - 6
  - . Economic Development initiatives
  - . Cable - 2

### Sample Comments:

- . "... present administration ensures that our needs and concerns are heard by the appropriate authorities, i.e., Federal/provincial governments, courts, media..."
- . "... Band Council keep a (sometimes needed) eye on the departments under them, i.e., economic development, fisheries,... to ensure that all Band members are treated equally and fairly..."
- . "... housing is important because for years people did not have houses up to standard and there was much overcrowding in large families..."
- . "... education because you can get education in your own community rather than going to other communities..."
- . "... employment is the most important of all ..."

2. What areas do you think the Band Council is doing a good job? In what areas do you think the Band Council needs to improve?

Good Job:

- . Employment of Band members - 34
- . Education - 20
- . Health - 19
- . Public works - 11
- . Housing - 9
- . Post-secondary - 9
- . Fire Department - 8
- . Elder Care - 6
- . Economic development - 6
- . Band office - 3
- . Police 3
- . Social services - 3

Needs Improvements:

- . Police - 35
- . Housing - 26
- . Employment - 14
- . Fire department - 10
- . Band Council - 7
- . Public Works - 7
- . Economic development - 5
- . Social services - 5
- . Public safety - 3
- . Elder care - 2
- . Education - 2
- . Post-secondary education - 2
- . Cable - 2

Sample Comments:

- . “ ... directors need to support foreman more...”
- . “ ... need a grievance committee ... and an education committee...”
- . “ ... people in enforcement positions, i.e., police should be screened better...”
- . “ ... social workers should go into homes, more checks on caseload clients ...”
- . “ ... police do not always respond to reports made by community members ... “
- . “ ... police should be aware of their responsibilities even in the off-hours ...”
- . “ ... needs to improve on the housing program policies and point system and build more house each year ...”
- . “ ... police are not consistent in their enforcement of the law ...”
- . “ ... the criteria of how and who qualifies for the job creation programs needs improvement ...”
- . “ ... policing needs more of a community effort ...”
- . “ ... elections should be held every four years ...”

3. What programs and services does the Band Council provide that are most beneficial to you living in Miawpukek community and why?

- . Health clinic - 42
- . Employment - 33
- . Education - 26
- . Public works - 19
- . Non-insured Health Benefits - 17
- . Social services - 16
- . Housing - 14
- . Economic development - 10
- . Elder care - 8
- . Fire department - 4

Sample Comments:

- . “ ... education emphasis aboriginal teachings and need to keep up in touch with this knowledge in order to continue to exist...”
- . “ ... roads are important to access in case of emergency...”
- . “ ... as an elder I enjoy doing things myself but appreciate the services I get ...”
- . “ ... post-secondary education gives me a chance for a better life ...”
- . “ ... Employment in the community is important in that we do not have to leave the community or our families ...”

4. If you have a problem with what the Band Council is does or the kinds of decisions it makes, how would you go about solving it?

- . Talk to Chief and Council - 43
- . Write to Chief and Council - 37
- . Take to General Assembly - 19
- . Attend Council meetings - 17
- . Talk directly to program director - 8
- . Nothing, doesn't help - 3

Sample Comments:

- . “... if there is anything to be discussed in an open meeting you should be able to talk about whatever concerns you ...”
- . “... what ever the Band Council decides cannot be changed... there should be a grievance committee set up to solve problems...”
- . “ ... talk to the Chief ...”
- . “ ... develop a committee with no ties to the Band Council that can hear complaints ...”

# **Terms of Reference**

**TERMS OF REFERENCE****Evaluation of Miawpukek Mi'kanaway Mawi'omi Band Funding Agreement**

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**BACKGROUND:**

The Miawpukek Mi'kanaway Mawi'omi Band (referred to as Miawpukek Band) was created by an Order-in-Council in 1984 and is located in Conne River, Newfoundland. The first Miawpukek Funding Agreement was signed in 1986. Prior to this Agreement, the band had received funding from the Province of Newfoundland through a Federal-Provincial Funding Agreement.

The current Agreement was renewed in 1992 and allows for flexibility by the Miawpukek in defining their own priorities and in allocating funds in accordance with community objectives subject to minimum program requirements being met.

**NEED:** In accordance with the requirements of the second Agreement, an evaluation must be completed no later than August 31, 1996, eight months prior to its expiry March 31, 1997.

**SCOPE:** As per Section 6.13.2 of the Agreement, the scope of this evaluation is "limited to determining whether the objectives of the Agreement have been met and whether the mechanisms developed by the Department are appropriate to meet those objectives".

**ISSUES:**

1. The extent to which the funding agreement has enabled the Miawpukek Band Council to define its own objectives and plans for the community.
2. The extent to which the agreement has provided the Miawpukek Band Council flexibility in designing its own programs and allocating funds in accordance with Miawpukek priority.
3. A presentation of several examples of how the Miawpukek Band Council has established priorities and implemented successful programs and initiatives as a result of the flexibility provided in the agreement.
4. The means and extent to which the Miawpukek Band Council has demonstrated accountability to its members in accordance with the requirements set out in the funding agreement.
5. A comparison of the Miawpukek Band Council's accountability to its Band members as per the requirements of the Agreement versus similar funding Agreements (ie. Financial Transfer Agreements) with specific references to transparency, disclosure, and redress components of accountability.

6. Ascertain the extent to which mechanisms for implementing the objectives of the Agreement, as described in the various sections, are appropriate.

**APPROACH:** An Advisory Committee composed of two representatives appointed by the Miawpukek Band Council and two representatives appointed by DIAND has been established. Its role is to develop the terms of reference, to recommend a consultant, and to provide guidance leading to completion of the evaluation study.

The evaluation data will be derived using the following methodologies:

- B File reviews conducted at DIAND headquarters Atlantic Regional offices and at the Miawpukek Band Office in Conne River.
- B Interviews with Miawpukek elected Band Council and officials, and with DIAND officials in Amherst and Ottawa.
- B Face-to-face interviews with a sample of band households. The consultant will use trained interviewers from the band's Health and Social Services administration to assist them.
- B Follow-up focus groups with solicited Miawpukek Band members to assess more in-depth impacts of various programs such as housing, education, social and economic development.

**RESOURCES:** The direct cost of the evaluation shall be borne by the Department as per section 6.13.6 of the Agreement. It is estimated at \$40,000.

**TIMEFRAME:** The evaluation is planned to be completed before August 31, 1996.

**APPROVED BY:**

ALAN WILLIAMS  
Assistant Deputy Minister  
Corporate Services  
October 10, 1995

GEORGE FOTHERINGHAM  
Director General  
Atlantic Region  
October 13, 1995