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EVALUATION ASSESSMENT STUDY

OF THE

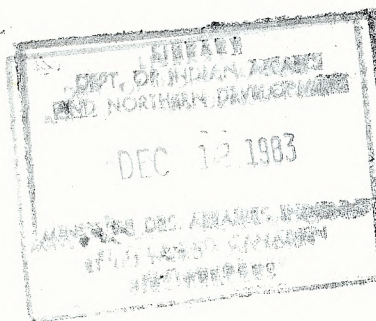
BAND GOVERNMENT ACTIVITY,

INDIAN AND INUIT AFFAIRS PROGRAM,  
DEPARTMENT OF INDIAN AFFAIRS AND  
NORTHERN DEVELOPMENT

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NORTHERN DEVELOPMENT

PREPARED BY

ELIASSON, APOSTLE AND ASSOCIATES LTD.

SEPTEMBER 1982



# EVALUATION ASSESSMENT STUDY

## OF THE

### BAND GOVERNMENT ACTIVITY

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. INTRODUCTION



. INTRODUCTION

This Evaluation Assessment Study of the Band Government Activity, Indian and Inuit Affairs Program was prepared by Eliasson, Apostle and Associates Ltd. under contract with the Program Evaluation Branch, Corporate Policy, of the Department of Indian Affairs and Northern Development.

While it addresses an extremely broad range of issues relating to Indian Band Government there are two critical considerations which guided and shaped the conduct of this Evaluation Assessment Study;

- I Can an Evaluation Model be constructed which will allow the Department to make a reliable and informed judgement on the state of a Band's readiness to assume a greater degree of self government?
- II On the basis of a retrospective effectiveness evaluation of six candidate Bands in the Ontario Region, are there a series of lessons which can assist the Department in the detailed planning of new policy directions?

This Evaluation Assessment Study Report is comprised of five major sections. The first section provides a summary of the policy events leading up to the implementation of the Indian Local Government Program, in 1974, and the major Departmental initiatives which have taken place since that date. It describes as well the findings of an Evaluation Strategy review of the Band Government Activity which was completed in February of 1981.



The second section discusses the conceptualization and scoping of the Evaluation Assessment Study and the methodology utilized in conducting our review with six Bands and three District Offices in the Ontario Region.

The third section speaks to the findings of the Evaluation Assessment Study. First, a detailed examination of the overall evaluability of the Band Government Activity. Next, a series of major findings which emanated from our effectiveness evaluation of the Indian Local Government Program. And finally, some critically important lessons and recommendations that will hopefully contribute towards the detailed planning of new policy directions.

The journey which has been followed in completing this Evaluation Assessment Study has been longer and much more complex than either we or the Program Evaluation Branch visualized. The report itself would be incomplete without a grateful acknowledgement of the co-operation and assistance provided to us by the participating Bands and District staff throughout the course of the review.



. HISTORICAL CONTEXT:

- PROGRAM AND POLICY OVERVIEW
- EVALUATION STRATEGY FINDINGS

BAND GOVERNMENT ACTIVITY

HISTORICAL OVERVIEW

(A) PROGRAM AND POLICY CONTEXT:

From the vantage point of this Evaluation Assessment Study, the program and policy context of the Band Government Activity can most effectively be discussed in terms of the devolution continuum i.e. the Department, through an Indian Agent, controlling virtually all of the critical decision making of Bands at one end of the spectrum and Bands exercising full self government and self determination at the other end



Over the past two decades the Department has been gradually transferring administrative responsibility to Bands for an ever increasing range of Departmental programs. An important characteristic of this devolution policy is that the programs are designed by the Department, administered by Bands according to Departmental guidelines and the Minister remains responsible and accountable to Parliament for their administration.

Key reference points in this historical overview warrant more explicit description;

- . In 1968, Treasury Board approval was obtained, by the Department, to transfer funds to Bands for local government purposes. During the spring of 1972, a Task Force was established to examine, in depth, the Contribution to Bands



Program and after appropriate consultation to make recommendations leading to further improvements in it.

- . The Task Force supported the expansion of the Contribution to Bands Program into a broader Indian Local Government Program which was submitted for Treasury Board approval in 1974. The objective of the Indian Local Government Program was stated as follows;

... "To transfer, as quickly as possible, responsibility to Band Councils for operating all programs and services that can be appropriately managed at the community level, consistent with the following criteria;

"the effective functioning of local government, the needs of community residents, legislative requirements and principles of good management".

The cornerstones of the Indian Local Government Program were;

- (1) the provision of an adequately financed 'Core Fund' as the foundation upon which Band Councils can build local government in their communities.
- (2) the development of an 'Overhead' funding formula to finance the establishment of an effective management and administrative capacity at the Band level.

- (3) an improved Departmental ability to respond to training requirements emanating from Band Councils and staff.
- (4) a shift in the role of Departmental staff from "doers" to "advisors" and a restructuring of District Offices to give full effect to that supportive role.

In 1979, the Department announced a new policy direction of Indian Self Government and has been engaged in the detailed planning of Indian Band Government Legislation, new funding mechanisms, eligibility criteria etc. Indian Self Government can be characterized as government designed by and for Indian people and endowed with the powers and responsibilities necessary to give Indian communities control over their affairs.

CONCLUSION: The scope of this Evaluation Assessment Study of the Band Government Activity must therefore address both a retrospective examination of the effectiveness of the Indian Local Government Program, introduced in 1974, and a prospective contribution to the planning of the new policy direction of Indian Self Government.

(B) INITIAL EVALUATION WORK:

The 1980/85 Indian and Inuit Affairs Program Evaluation Plan assigned a very high priority to the development of an Evaluation Strategy for the Core Funding, Overhead, Management Support and Activity Administration program components of the Band Government Activity. The firm of Eliasson, Apostle and Associates Ltd. undertook the preparation of this Evaluation Strategy during the period October, 1980, through January,

1981. The study was directed by a Departmental Steering Committee and represented a pre-evaluation planning phase to determine the overall potential for an effectiveness evaluation i.e.

- (I) are the Objectives of the program component sufficiently well formulated to provide a basis for evaluation?
- (II) does a methodology exist or can one be developed to provide a basis for evaluation?
- (III) are the required data available and if not can they be secured?
- (IV) is there a casual link between the activities undertaken and the Objectives which have been formally identified?
- (V) are there any constraints which would diminish the utility of the study or impede its execution?

The study was predominantly conducted at the national Departmental level with an extensive search of all relevant policy and planning documents and previous program evaluation work which had been completed in the local government field.

A synopsis of the Evaluation Strategy findings is discussed below in order to convey a sharper understanding of the problems at hand and provide a context to the eventual set of recommendations which were presented to the Assistant Deputy Minister, Indian and Inuit Affairs Program.



- . CORE FUNDING; the Core Funding component is essentially a funding formula which provides financial support to Band Councils on the basis of the size of the Band membership. Clearly, one test of Core Funding was the adequacy of the funding formula and the level of financial support provided to Band Councils in discharging their responsibilities. One of the central themes of the Indian Local Government Program, however, was the establishment of effective local government which would result from the transfer to Bands of administrative responsibility for local government programs. No established methodology existed for measuring the effectiveness of Band government nor was there a philosophical definition of what constituted effective local government. Indian cultural traditions, the tremendous diversity between the 573 Indian Bands in Canada and the limitations imposed under the existing Indian Act would all have to be taken into account in the development of an evaluation model to measure the effectiveness of Band government.
  
- . OVERHEAD; the Overhead component is, as well, a funding formula for financing the establishment of Band administrative structures on the basis of a sliding percentage of total program dollars administered. Beyond the test of the adequacy of the funding formula was the determination of the effectiveness of the management control processes which had been developed at the Band level and the nature of the accountability relationships which had been forged between the Band and the Department. A related consideration was the diversity of other Federal and

Provincial programs which were being administered by Band Councils under varying administrative arrangements. We were relatively confident that an evaluation methodology could be developed which would measure the effectiveness of Band management processes but did not feel that it could be done in isolation of the Departmental operational planning and monitoring systems and practices.

- . MANAGEMENT SUPPORT; during the conduct of the Evaluation Strategy no clear procedural guidelines could be obtained for the Management Support component. On the basis of discussions with Departmental staff and a review of the 1981/82 Program Forecast it was concluded that the central priority of the Management Support component was comprehensive community based planning. It was felt that an evaluation framework which captured; the scope of the planning process at the Band level, the extent of community participation in defining development objectives, the integration of identified priorities into the Band Council and Departmental decision-making processes and the eventual achievement of these community priorities could be designed.
- . ACTIVITY ADMINISTRATION; the Indian Local Government Program articulated a shift in the role of District Band Government staff from "doer" to "advisor". Clearly, a major consideration of any evaluation of the Band Government Activity would be the extent to which this restructuring of District Office roles had been achieved and the extent to which Band Government staff were effectively contributing to the growth and development of Bands.

A final consideration was that any effectiveness evaluation of the Band Government Activity must be comprehensive in scope rather than focusing on the individual program components.

A number of constraints were identified which could significantly impede the execution of an effectiveness evaluation, including:

- (i) the lack of an established evaluation methodology for measuring the effectiveness of Band Government
- (ii) the tremendous diversity which existed between the 573 Bands in Canada in terms of size, stage of development, geographic location etc.
- (iii) the uncertainty of the state of the data base
- (iv) participation by Band Councils might be very difficult to obtain.

A presentation of the Evaluation Strategy findings was made to the Assistant Deputy Minister Indian and Inuit Affairs, on February 5, 1981. The decision taken at that meeting was that an Evaluation Assessment Study should be completed with a small number of Bands and District Offices to determine whether it was feasible to conduct an effectiveness evaluation of the Band Government Activity, on a national scale.



EVALUATION ASSESSMENT STUDY  
BAND GOVERNMENT ACTIVITY

- Conceptualization and Scoping  
the Study
- Description of the Methodology
- Conduct of the Study
- Products of the Study
  - Characteristics of Effective  
Band Government
  - Summary of the Diversity of  
Local Government Programs  
Administered by all Participating  
Bands
  - Comprehensive Band Profiles on  
all Participating Bands

## SCOPING THE EVALUATION ASSESSMENT STUDY

INTRODUCTION; The task of scoping the Evaluation Assessment Study was essentially one of tackling a complex series of problems at hand, namely:

- the conceptualization of an evaluation framework and set of effectiveness measures for each of the major program components
  - the identification of specific priority issues which senior management wanted addressed by the study
  - the design of a methodology which was sound, replicable and would produce reliable results
  - the identification of candidate Bands and the securing of their participation in the study
- EVALUATION FRAMEWORK;

1. EFFECTIVE BAND GOVERNMENT:

The effectiveness of Band Government is much more than the presence of formalized structures and processes to elect Band Council and conduct Council business. In its broadest terms we felt that effective local government involved two key and interrelated political activities; the establishment of a sharply developed sense of community direction and priorities which were well supported by community members, and the ability of the elected leaders to sustain and achieve these community interests through effective negotiation with external organizations. A number of

potential measures of political effectiveness emerged from this conceptual definition; the importance of community participation in the decision-making process, a clear sense of community direction and priorities, strong communication and mediation techniques, well established and developed leadership, an ability to control the pace of development, effectiveness in sustaining and protecting community priorities in negotiations with external organizations and the extent to which community priorities have been achieved. We were very interested in examining the impact, on the role of Chief and Council, which had resulted from the administrative assumption of local government programs and the extent to which the Indian Act limited the powers and responsibilities of Council. Another major area of consideration revolved around the stability of Band Council as a measure of Community assessment of the effectiveness of Band Council performance. And finally, we wanted to test the adequacy of the Core Funding formula in supporting the operation of Band Council.

#### EFFECTIVENESS MEASURES

##### (A) CHIEF AND COUNCIL;

- The role and responsibilities of Chief and Council
- Changes in the degree and nature of responsibilities of Council, since 1974.
- The effectiveness of Band Council's political leadership i.e.;
  - o the mobilization of community effort towards the accomplishment of priorities



- the resolution of divergent interests in the community

- The extent to which Band Council can modify local government programs to meet the needs of the community

(B) PARTICIPATION AND COMMUNICATION;

To what extent:

- Are Band members involved in the establishment of community priorities?
- Are Band members consulted on critical community decisions?
- Are Council decisions fully communicated to community members?
- Is the Band Council decision-making process seen to be open to the community?
- Are Band Council members seen to be accessible?

(C) NEGOTIATIONS WITH EXTERNAL ORGANIZATIONS;

To what extent:

- Is the negotiation process well understood and locally controlled?
- Is the pace of development established by the community?
- Has Band Council been successful in securing sufficient resources to achieve community priorities?

(D) BAND COUNCIL MANAGERIAL RESPONSIBILITIES;

To what extent:

- Does Band Council place importance on effective management control over Band expenditures?
- Does Band Council approve expenditure plans and review performance against those plans?
- Does Band Council ensure that corrective action is taken on critical Financial Audit findings?

(E) BAND COUNCIL ACHIEVEMENTS; (1974-1981)

- The growth in local government program services administered by the Band
- The physical development of community infrastructure services on the Reserve
- Progress towards greater economic self-sufficiency
- A strengthening of community social structures and conditions

(F) BAND COUNCIL STABILITY;

- Band Council election results dating back to 1974.

(G) THE ADEQUACY OF CORE FUNDING SUPPORT

- An analysis of Band Council expenditures and Core Funding support over the 1974 through 1981 period.

(H) BAND COUNCIL IMPRESSIONS OF THE OVERALL EFFECTIVENESS OF DISTRICT OFFICE ADVICE AND SUPPORT

2. COMMUNITY BASED PLANNING: The term community based planning is commonly used to describe a wide variety of Band planning activities with distinct differences in scope and approach. For example, the completion of a housing sub-division design by a firm of engineers and the development, by a Band, of a comprehensive plan addressing all major aspects of Reserve life are both defined as community planning. In order to develop an evaluation framework for the community planning component it would be necessary to introduce a much greater degree of precision into our conceptual model. We were very interested in determining the extent to which community planning was taking place at the Band level and with what results. We saw the potential for development that a comprehensive community based planning process could yield but were also aware of its high potential for raised expectations and failure. Our comprehensive community based model produced a number of potential effectiveness measures including; the comprehensiveness of the planning scope; Band control of the planning process, the extensive involvement of the community in formulating and approving the plan and the catalytic role that District staff must play in creating a planning capacity at the Band level.

EFFECTIVE MEASURES

(A) STATE OF DEVELOPMENT;

To what extent:

- Has a formalized community planning process been developed by the Band?
- Is the Band effectively managing the community planning process?

(B) COMMUNITY PARTICIPATION;

To what extent:

- Is the community involved in the formulation and final approval of the community plan?

(C) INTEGRATION INTO THE BAND DECISION-MAKING PROCESSES;

To what extent:

- Are the priority community projects effectively translated into operationally costed, time phased terms?
- Is the progress of the community projects systematically reviewed by Band Council?

(D) DISTRICT OFFICE SUPPORT;

To what extent:

- Has the District Office provided adequate funding and technical expertise in supporting the establishment of a community planning capacity at the Band level?

(E) LINKAGE BETWEEN THE BAND AND DEPARTMENTAL PLANNING PROCESSES;

To what extent:



- Are the community planning priorities integrated into the Districts Operational and Capital planning processes?

(F) COMMUNITY PLANNING OUTCOMES;

- Explicit evidence of the community planning process's contribution towards the achievement of Band priorities.

3. EFFECTIVE BAND MANAGEMENT: We came at the question of the effectiveness of the Band management capacity from a number of different perspectives. An important starting point was the extent to which a fully integrated management framework had been established at the Band level i.e. the development of Band expenditure plans in support of the Contribution Agreements with the Department and the implementation of monitoring procedures which ensured effective management control over the expenditure of Band funds. A critical indicator of this measure would be the receipt of clean Financial Audits and the provision of accurate and timely performance reports to Band Council and the District Office. A second major consideration was the fundamental importance of the Band Administrator position in; providing effective advice and support to Band Council, giving clear direction to Band administrative and program staff, establishing and maintaining a high standard of management control and the ongoing appraisal of new programs services which might be assumed by the Band. The effectiveness of the Band Administrator's leadership skills and managerial qualifications and experience are considered to be critical indicators of this measure. The overall level of Band

administrative and program staff skills would, as well, be examined within this context. A third dimension of our conceptual model focused on the importance of creating a clear separation between the political and administrative activities and the need to ensure continuity and stability in the administrative staff during changes in Band Council. A fourth aspect related to the effectiveness of the advice and support provided by District staff in creating a strong Band management capacity and the extent to which the Band and District's management processes are fully linked. Finally, we wanted to examine the adequacy of the Overhead Funding formula in financing the Band management function.

#### EFFECTIVENESS MEASURES

##### (A) EFFECTIVE MANAGEMENT PROCESSES;

To what extent:

- Has the Band implemented a fully integrated planning, budgeting and performance reporting system?
- Has the Band received clean Financial Audit and Audit Compliment Reports?
- Has the Band taken corrective action on critical Financial Audit findings?
- Has the Band remained within authorized budgetary limits?

##### (B) EFFECTIVE MANAGERIAL LEADERSHIP;

To what extent:

- Does the Band Administrator provide effective advice and support to Band Council?
- Does the Band Administrator provide clear direction to Band administrative and program staff?
- Does the Band Administrator have the necessary qualifications and experience to fulfill his responsibilities?
- Does the Band Administrator ensure that Band administrative and program staff are properly qualified and trained to perform their duties?

(C) RELATIONSHIP BETWEEN THE POLITICAL AND ADMINISTRATIVE ACTIVITIES:

To what extent:

- Is there a clear separation of the political and administrative activities?
- Does Band Council emphasize the importance of the continuity and stability of Band staff, irrespective of changes in Band Council?

(D) DISTRICT OFFICE SUPPORT:

To what extent:

- Does the District Office provide ongoing advice and training to support the establishment of effective management practices at the Band level?

(E) LINKAGE BETWEEN BAND AND DISTRICT MANAGEMENT PROCESSES

(F) ADEQUACY OF THE OVERHEAD FUNDING FORMULA:

- An analysis of the Overhead funding levels and actual Band expenditures over the period 1974 through 1981.

4. DISTRICT BAND GOVERNMENT ACTIVITY: We formulated the evaluation framework of the District Band Government Activity Component from two distinctive but interrelated perspectives. The first was that the Indian Local Government Program proposed a fundamental restructuring of the role of Departmental staff from "doers" to "advisors and supporters". We were very interested in determining the extent to which District Band Government staff had modified their roles in response to the increased program administrative responsibilities of Bands and whether local government training and community planning programs were responding to the developmental needs and priorities of Bands. Our examination would have to address the relationship between the District Office and Tribal Councils and the extent to which Tribal Councils were effectively contributing towards the development of Band government. Our second perspective related to the accountability of the Minister to Parliament for the effective administration of Departmental programs. We wanted to examine the degree to which a comprehensive management framework had been established, at the District Office level, to effectively manage the transfer of local government programs to Bands.

EFFECTIVE MEASURES

(A) RESTRUCTURING OF DISTRICT OFFICE ROLES:

To what extent:

- Have Band Government Advisory roles been restructured in response to the emerging needs and capacities of District Bands?
- Has a clear definition of the authority, responsibility and accountability of both Band and District staff been developed?

(B) DEVELOPMENTAL SUPPORT:

To what extent:

- Do local government training and community planning programs respond to the requirements of Bands?
- Have these developmental programs contributed to the growth of Band Government capacity?

(C) DISTRICT OFFICE/TRIBAL COUNCILS:

To what extent:

- Has a clear definition of the authority, responsibility and accountability of District Office and Tribal Councils been developed?
- Have Tribal Councils contributed towards the effective development of Band government?



(D) COMPREHENSIVE MANAGEMENT FRAMEWORK:

To what extent:

- Has the District Office established the strategic planning and data base processes to ensure a sharp understanding of the needs and priorities of Bands?
- Are the Operational and Capital Plans formulated on the basis of community priorities?
- Does the resource allocation process provide a timely and adequate level of financial support to Bands?
- Do the terms and conditions of Contribution Agreements provide a basis for ensuring the effective expenditure of Band funds?
- Has the District Office established financial and performance reporting systems to measure progress against the Contribution Agreements?
- Have corrective action procedures been formalized to respond to inadequate financial and managerial control practices of Bands?

● IDENTIFICATION OF PRIORITY ISSUES:

The priority issues to be addressed by the Evaluation Assessment Study, as identified by the Assistant Deputy Minister, Indian and Inuit Affairs Program, included:

1. The feasibility of conducting an effectiveness evaluation of the Band Government Activity
2. A retrospective examination of the growth and development of a limited number of candidate

Bands, over the period 1975 through 1981. Particular emphasis to be placed on:

- the political effectiveness of Band Council
- the administrative and managerial competence of Bands in delivering program services
- the effectiveness of advice and support from Band Management District staff, Tribal/District Councils and other advisory groups

3. The prospective contribution of the Evaluation Assessment Study findings to the detailed planning of the new policy direction of Indian Self Government. Particular emphasis to be placed on:

- establishing a "bridge" between present program practices and the new policy direction
- roles and relationships of Band Government staff e.g. Band Financial Advisor, Local Government Advisor, Band Trainer etc.
- identifying criteria to determine the state of Band readiness to assume greater autonomy
- lessons which might be drawn from those Bands who were moving towards full devolution.

4. "Core" and "Overhead" funding to Indian Bands

5. The state of the community based planning process at the Band level.

● CONDUCT OF THE EVALUATION ASSESSMENT STUDY:

The Director of Regional Operations, Ontario Region, was approached to determine his support for the conduct of the Evaluation Assessment Study in the Ontario Region. He underscored the tremendous impor-

tance of the Study and arranged a meeting between the Evaluation Assessment team and the District Managers of the Peterborough, Sudbury and Sioux Lookout Districts to review the proposed approach and identify possible candidate Bands for inclusion in the review. Our selection criteria focused on obtaining as broad a cross section of Bands as possible in terms of geographic location i.e. urban, rural and remote, size, and the extent to which program services were being administered. The candidate Bands who were recommended by the District Managers, as meeting our selection criteria, are identified on the following page.

Our Evaluation Assessment Study methodology encompassed a two phased implementation plan, namely; the field testing of the evaluation framework and measures, at the Band and District Office levels; and, the subsequent verification of the results of the field work by the participating Band Councils. A structured interview instrument was developed to conduct the following range of interviews;

- BAND;

- Chief and all Council members
- Band Administrator
- Senior Administrative staff
- Managers of Band programs

- DISTRICT;

- District Manager
- Superintendant of Local Government Services
- Band Government staff;
  - . Local Government Advisors

CANDIDATE BANDS

CRITERIA	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
. MEMBERSHIP	553 On Reserve <u>182</u> Off Reserve  735 Members	83 On Reserve <u>64</u> Off Reserve  147 Members	350 On Reserve <u>142</u> Off Reserve  492 Members	2,365 On Reserve <u>883</u> Off Reserve  3,247 Members	Approximately 1,500 on re- serve members	Approximately 100 on reser- members
. LOCATION	21 miles north of Peterborough	12 miles south- east of Peter- borough	Sault Ste. Marie	114 miles from Sudbury	Approximately 300 air miles from Sioux Lookout	Approximately 500 air mile from Sioux Lookout
. SIZE OF COUNCIL	Chief and seven councillors	Chief and two councillors	Chief and four councillors	Chief and twelve councillors	Chief and eight coun- cillors	Chief and tw councillors
. BUDGET	1981/82 total budget \$1,827,585	1980/81 total budget \$582,609	1980/81 total budget \$1,290,240	1980/81 total budget \$4,411,627	1980/81 total budget \$1,086,104	1980/81 tota budget \$356,164

- . Band Financial Advisors
- . Band Planner
- . Band Trainer
- District Program Managers

Interviews were conducted on an individual basis by two members of the Evaluation Assessment Study team.

A data collection format and detailed set of instructions was designed to assemble a wide array of program and expenditure information. Completion of this work was done under the direction of the Band Administrator. A rate of remuneration was established with each Band to cover the cost of their participation in the Study. The District Managers assigned a representative to complete the work for their respective Districts. In all cases the forms and guidelines were thoroughly reviewed with the District staff member and Band Administrator.

An initial presentation was made to each Band Council on the purpose, scope and detailed terms of reference of the Evaluation Assessment Study. We emphasized the following points during that presentation;

- (i) participation by the Band would be completely voluntary
- (ii) Band Council would be given a full opportunity to comment on the accuracy and completeness of our findings
- (iii) Band specific information such as auditor's comments, budgetary details, impressions of District Office support etc. would be kept completely confidential until its accuracy was confirmed. All of the Band Councils agreed to participate in the Evaluation Assessment Study



under these conditions. There was considerable interest expressed on the opportunity for Band Councils to communicate their views directly to the Assistant Deputy Minister, Indian and Inuit Affairs, and a strong consensus on the benefits of sharing information and "lessons" between Bands.

We ran into two unforeseen situations, during the field work phase of the Study, which extended the elapsed time of our Band and District reviews to beyond five months. Spring breakup and the trapping season necessitated a lengthy delay in our visit to the Muskrat Dam Band. The second circumstance related to the results of an election, held at the Sandy Lake Band, in which the previous Chief and all but two Councillors were defeated. Fortunately, the new Chief and Council agreed to participate in the Evaluation Assessment Study.

Following completion of the field work we produced a set of Band Profiles on each of the participating Bands (Curve Lake, Hiawatha, Batchewana, Wikwemikong, Sandy Lake and Muskrat Dam). These Band Profiles represented our effort to present an accurate and comprehensive account of:

- the structure and decision-making process of Band Council
- major achievements of the Band
- major issues and concerns facing the Band
- the state of the management and financial practices of the Band

- the extent to which responsibility for program services has been assumed by the Band.

Each Band was sent a copy of its Band Profile for review and comment. The Profiles on the Curve Lake, Hiawatha, Batchewana and Muskrat Dam Bands are attached as Appendix "C" to this report. The Wikwemikong and Sandy Lake Band Profiles are not available for general distribution. Two further summaries were developed and distributed to all Bands for their comments and information;

Appendix "A" - Characteristics of Effective Band Government (as identified during our interviews with all Chiefs and Councillors)  
Appendix "B" - A Description of All Program Services Administered By Participating Bands

FINDINGS

- FEASIBILITY OF CONDUCTING AN EFFECTIVENESS EVALUATION OF THE BAND GOVERNMENT ACTIVITY
- RETROSPECTIVE EVALUATION FINDINGS OF THE INDIAN LOCAL GOVERNMENT PROGRAM ON THE BASIS OF OUR SIX CANDIDATE BANDS
- PROSPECTIVE LESSONS
- RECOMMENDATIONS

## EVALUATION ASSESSMENT STUDY FINDINGS

### INTRODUCTION:

The findings of this Evaluation Assessment Study will be presented under four main headings:

- (A) FEASIBILITY; Is it feasible to conduct an effectiveness evaluation of the Band Government Activity with particular reference to determining the state of Band readiness for greater autonomy?
- (B) RETROSPECTIVE EVALUATION FINDINGS; What are the retrospective findings on the effectiveness of the Indian Local Government Program, based on our work with six Bands in the Ontario Region?
- (C) PROSPECTIVE LESSONS; What prospective lessons have been identified which can contribute towards the detailed planning of the new policy directions by the Department?

### RECOMMENDATIONS:

These findings, taken together, provide a full response to the set of priority issues which were raised by senior management.

(A) FEASIBILITY OF CONDUCTING AN EFFECTIVENESS EVALUATION  
OF THE BAND GOVERNMENT ACTIVITY;

There are two critical dimensions to this question of feasibility;




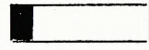





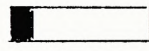
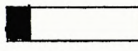
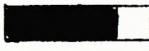



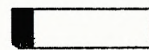
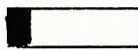




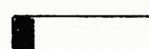
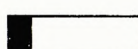




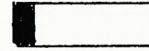
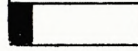
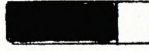



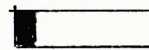
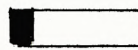

- (i) will a qualitative application of our evaluation model produce a reliable basis for determining the effectiveness of local government and the capacity of Bands for greater autonomy?
- (ii) what are the costs and benefits of testing this evaluation model on a much broader scale than six candidate Bands?

The principal focus of our Evaluation Assessment Study was on the political effectiveness of our participating Bands and the extent to which they had developed effective management practices. A qualitative evaluation of these key variables was completed by the Study team and is presented on the following two pages. This, of course represents a judgement, rather than a quantifiably objective measurement.




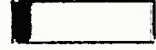





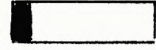
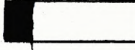
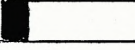



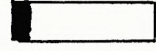

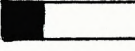
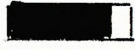


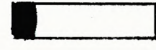
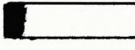
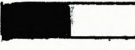



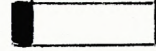
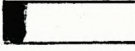

We are confident that the evaluation model and set of effectiveness measures produce a sharp reflection of the strength of the political and management processes of Band government. Throughout our interviews with Band Councils and staff we were struck by the enormous sense of community pride and strong community purpose which was flourishing in the more developed Bands of Curve Lake, Hiawatha and Muskrat Dam. It was very evident that this should be a major determinant in any judgment on the state of Band readiness for greater autonomy and our evaluation framework was not capturing this critical dynamic. We needed to develop a



KEY VARIABLE COMPARISON BY BAND

KEY VARIABLES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
(A) <u>POLITICAL EFFECTIVENESS:</u>	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
-Well established and effective leadership						
-Sharply developed sense of community direction						
-Full participation of community on critical decisions						
-Effective communication between Band Council and community						
-Effective translation of Band priorities into action						
-Demand for high standards of financial and management control						

KEY VARIABLE COMPARISON BY BAND (Cont'd.)

KEY VARIABLES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
(B) <u>MANAGERIAL EFFECTIVENESS:</u>						
-Well qualified and effective administrative leadership						
-Full integrated management processes						
-Competent and timely advice to Council						
-Effective financial control						
-Clean financial audit and audit complement reports						

much deeper understanding of the critical relationship between this strong sense of community pride and purpose and the effectiveness of Band government.

In 1979, a Report entitled "Socio-Economic Impact Model For Northern Development" was prepared for the Research Branch, Department of Indian and Northern Affairs, by Blishen, Lockhart, Craib and Lockhart. The authors' model was tested in a small number of communities in North West British Columbia and was based on the assertion that the strength or weakness of a community is intimately bound by the political efficacy, social vitality and economic viability of the community. Their concept of social vitality referred to the process by which individuals become mutually bonded in reciprocal relationships of trust and obligation in order to share knowledge, obtain resources and resolve mutual problems. Social vitality was seen as a continuum ranging from nearly total isolation to nearly total social integration. Their concept of economic viability referred to the ability of a community to develop its own economic base. Economic viability was viewed as a continuum ranging from nearly total dependency to nearly total self sufficiency. The contention was not that the community economic base must be totally self sufficient or that it exists in total isolation from broader economic activities; but, if a community is to survive it must achieve a reasonable level of economic initiative and self sufficiency. Their findings led to the conclusion that those communities which demonstrate a high level of functional competency in their political, social and economic processes are capable of self determination.

This conceptual framework coincided very closely with our own experience in working with the six Ontario

Bands. We decided to test its relevancy from an entirely different perspective. Through discussion with Band Councils and our review of the History of Curve Lake and Anastia Shkilnyk's Case Study of the Grassy Narrows Band we felt that a description of the traditional cultural criteria of Indian communities could be developed. An important test of our evaluation framework would be the extent to which it could be linked to the historical context of the political, social and economic processes of Indian Bands. Schedule "A" provides a comparison of the traditional, cultural criteria against the proposed evaluation framework.

Social or community vibrancy effectiveness measures include;

- . The existence of a well developed sense of a community, i.e.
  - a shared common history, culture and values
  - economic cooperation, sharing and mutual aid
- . The degree to which social control is exercised by the Band as opposed to outside agencies.
- . The extent to which support services are provided by the community as opposed to outside agencies.
- . Social indicators;
  - rates of crime
  - rates of alcohol and drug abuse
  - rates of family breakdown
  - numbers of children in care
  - suicide rates.

Economic viability effectiveness measures include;

- . The degree of local economic initiative and control exercised by the Band
- . The ability to create economic opportunities at a rate which matches the community's population growth
- . The percentage of Band income which is derived from government
- . The percentage of household income which is derived from government ie. Social Assistance, U.I.C., training allowances etc.

The Evaluation Assessment Study Team drew the following set of conclusions from an analysis of the traditional, cultural criteria and our proposed evaluation framework;

- (i) the effectiveness of Band government is inextricably linked to the strength of its political, social and economic processes
- (ii) that a high level of functional competency in these critical processes should form the basis for determining the state of Band readiness for self-government
- (iii) that a critical indicator of community vibrancy is the extent to which the social control and social support processes are maintained by the Band
- (iv) that the principal indicator of economic viability is the local initiative, exer-



cised by a Band, in achieving an effective degree of community self sufficiency

- (v) that the role of Band Council and the expectations Band members have of them has been significantly altered by the increased program control at the local level
- (vi) that any future evaluation methodology would have to include extensive interviews with Band members and the collection of a much broader range of information

We believe that it is possible to conduct an effectiveness evaluation of the Band Government Activity on a much larger scale. It is, quite obviously, an extremely lengthy and complex undertaking with a correspondingly high cost. The Evaluation Assessment Study Team views this analysis as the policy and program planning equivalent of the Management Improvement Project and recommends that further studies be conducted in several other Regions.



SCHEDULE "A"

COMPARISON OF TRADITIONAL CULTURAL CRITERIA  
AGAINST PROPOSED BAND GOVERNMENT EVALUATION MODEL

TRADITIONAL CULTURAL CRITERIA	EVALUATION FRAMEWORK
<p>(A) <u>POLITICAL:</u></p> <p>I <u>EFFECTIVENESS MEASURES:</u></p> <ul style="list-style-type: none"><li>- Strong and effective leadership</li><li>- Community oriented focus</li><li>- Chief and Council were close to the Band membership</li><li>- Decision making process was open</li><li>- Community involvement on critical decisions</li><li>- Full communication and contact between Council and Band members</li><li>- Equality in decision making</li></ul>	<p>(A) <u>POLITICAL:</u></p> <p>I <u>EFFECTIVENESS MEASURES;</u></p> <ul style="list-style-type: none"><li>- Strong and effective political leadership</li><li>- Sharply developed sense of community direction</li><li>- Full involvement of people in critical decision making process</li><li>- Effective mechanisms for mediating varying interests</li><li>- Full communication</li><li>- Local control of decision making process and pace of development</li><li>- Openess of decision making</li><li>- Equity and fairness</li><li>- Accessibility of chief and council to people</li><li>- Ability to capitalize on opportunities</li><li>- Effectiveness in sustaining band priorities in negotiations with external agencies</li><li>- Effective financial and administrative control</li></ul>

SCHEDULE "A"

COMPARISON OF TRADITIONAL CULTURAL CRITERIA  
AGAINST PROPOSED BAND GOVERNMENT EVALUATION MODEL (Cont'd.)

TRADITIONAL CULTURAL CRITERIA	EVALUATION FRAMEWORK
<p data-bbox="219 585 787 617">II <u>ROLE OF CHIEF AND COUNCIL:</u></p> <p data-bbox="276 680 787 946">*Clan or family was primary; position of chief entailed certain obligations and responsibilities (duties however were not too onerous)</p> <ul data-bbox="292 1021 787 1436" style="list-style-type: none"> <li>- Receive delegations</li> <li>- Deal with Indian agents over treaty rights</li> <li>- Ensure security of those in need</li> <li>- Settle inter family disputes</li> <li>- Ensure equality of access to resources</li> </ul>	<p data-bbox="906 585 1477 617">II <u>ROLE OF CHIEF AND COUNCIL:</u></p> <p data-bbox="966 680 1502 851">*Duties of chief and council becoming increasingly onerous. Responsibilities include:</p> <ul data-bbox="982 1021 1567 1936" style="list-style-type: none"> <li>- Exercising leadership in establishing policy direction of Band</li> <li>- Passage of by-laws</li> <li>- Initiating action to achieve Band priorities</li> <li>- Resolution of Band issues and disputes</li> <li>- Negotiating with external organizations</li> <li>- Determining allocation of program services, e.g. housing, jobs, training, etc.</li> <li>- Accountability for the management and control of Band expenditures</li> <li>- Providing direction to, and reviewing performance of, Band staff</li> </ul>

SCHEDULE "A"

COMPARISON OF TRADITIONAL CULTURAL CRITERIA  
AGAINST PROPOSED BAND GOVERNMENT EVALUATION MODEL (Cont'd.)

TRADITIONAL CULTURAL CRITERIA	EVALUATION FRAMEWORK
<p data-bbox="201 577 636 609">III <u>SELECTION PROCESS:</u></p> <ul data-bbox="298 672 792 940" style="list-style-type: none"><li>- Selection on basis of Band custom from a large and powerful clan; appointment was normally for life; no formalized way of dislodging</li></ul>	<p data-bbox="889 577 1325 609">III <u>SELECTION PROCESS:</u></p> <p data-bbox="984 672 1555 793">Predominantly by election for a fixed electoral term; normally from a large family clan</p> <p data-bbox="909 1008 1286 1039">IV <u>BAND MANAGEMENT:</u></p> <ul data-bbox="984 1102 1555 1900" style="list-style-type: none"><li>. <u>EFFECTIVENESS MEASURES;</u></li><li>- Strong and effective administrative leadership</li><li>- Translation of Council policy directions into operational and financial terms</li><li>- Efficient and effective delivery of program services</li><li>- Provision of competent and timely advice to Band council</li><li>- Establishment of fully integrated planning, budgeting and performance reporting systems</li><li>- Clean financial audit results</li></ul>

SCHEDULE "A"

COMPARISON OF TRADITIONAL CULTURAL CRITERIA  
AGAINST PROPOSED BAND GOVERNMENT EVALUATION MODEL (Cont'd.)

TRADITIONAL CULTURAL CRITERIA	EVALUATION FRAMEWORK
	V <u>ACCOUNTABILITY:</u>  - Accountability of Chief and Council to the people and respective funding agencies
(B) <u>SOCIAL:</u>  . <u>CHARACTERISTICS:</u> - Family was primary source of identity and support responsible for: . physical survival . educating the young . sheltering the dependant . transmitting the moral and spiritual values - Central importance of family did not mean the absence of community: . belonging to the same place . sharing a common history . living by same values, sentiments and beliefs	(B) <u>SOCIAL:</u>  . <u>EFFECTIVENESS MEASURES:</u> * (Social or community effectiveness is viewed as a continuum ranging from nearly total isolation or individualism to nearly total social integration)  - Sense of community: . sharing common history, culture and values . economic cooperation, sharing and mutual aid - Degree to which social control is exercised by the community as opposed to outside agencies

SCHEDULE "A"

COMPARISON OF TRADITIONAL CULTURAL CRITERIA  
AGAINST PROPOSED BAND GOVERNMENT EVALUATION MODEL (Cont'd.)

TRADITIONAL CULTURAL CRITERIA	EVALUATION FRAMEWORK
<ul style="list-style-type: none"><li>- Economic co-operation, mutual aid and sharing</li><li>- Social control exercised by family, Chief and Council.</li></ul>	<ul style="list-style-type: none"><li>- Extent to which support services are provided and controlled by the community as opposed to outside agencies</li><li>- Social indicators:<ul style="list-style-type: none"><li>. rates of crime</li><li>. rates of suicide</li><li>. rates of alcohol and drug abuse</li><li>. family breakdown rates</li><li>. numbers of children in care etc.</li></ul></li></ul>
<p>(C) <u>ECONOMIC:</u></p> <ul style="list-style-type: none"><li>. <u>CHARACTERISTICS:</u></li><li>- Family was primary economic structure</li><li>- Autonomy and independence</li><li>- Self sufficiency</li><li>- Traditional skills of trapping hunting, fishing, gardening</li><li>- Tied to cultural values</li></ul>	<p>(C) <u>ECONOMIC:</u></p> <ul style="list-style-type: none"><li>. <u>EFFECTIVE MEASURES:</u></li><li>* (Economic effectiveness is viewed as a continuum ranging from total dependency on outside organizations to nearly total self sufficiency. It is contended that in order for a community to survive it must achieve a reasonable level of economic initiative and self sufficiency)</li></ul>

SCHEDULE "A"

COMPARISON OF TRADITIONAL CULTURAL CRITERIA  
AGAINST PROPOSED BAND GOVERNMENT EVALUATION MODEL (Cont'd.)

TRADITIONAL CULTURAL CRITERIA	EVALUATION FRAMEWORK
	<ul style="list-style-type: none"><li>- The degree of local economic initiative and control exercised</li><li>- Percentage of Band income derived from government</li><li>- Percentage of household income derived from governments, ie. social assistance, training allowances, U.I.C.</li><li>- The ability to create economic opportunities at a rate which matches the community's population growth.</li></ul>



. RETROSPECTIVE EVALUATION FINDINGS  
OF THE EFFECTIVENESS OF THE  
INDIAN LOCAL GOVERNMENT PROGRAM

(B) RETROSPECTING EVALUATION FINDINGS:

A principal aspect of our Evaluation Assessment Study was the conduct of an effectiveness evaluation of the Indian Local Government Program, from the perspective of our work with six Bands and three District Offices in the Ontario Region. Because of this limited sample size, our findings should not be interpreted as necessarily being representative of the national Band Government Activity. We have organized the Study's findings around two main headings:

I - Band Government Development

and

II - The Effectiveness of District Advice and Support

I Band Government Development:

(1) Impact of the Transfer of Programs to Bands:

- . The "Transfer to Bands" policy can be largely characterized as follows:
  - Band Councils function as administrative extensions of the Department
  - the policy represents a delegation of responsibility to Band Council and not a transfer of control to the Indian community
  - the final authority and accountability continues to rest with the Department.
- . The 'Transfer to Bands' policy has served as a vehicle by which Bands have gained valuable experience in managing local government services and in building a political and management capacity.

- . The role of Band Council and the expectations that Band members have of them has been significantly altered by this increased control at the local level. The need to develop Band policies and plans; to implement those decisions; to provide direction to staff; to be familiar with Federal and Provincial programs; to negotiate for resources and be accountable for their effective expenditure; all of these dictate a major change in the role of Chief and Council.
- . The 'Transfer to Bands' policy does not provide Band Councils with the flexibility to tailor program services to meet local conditions and needs. All Bands voiced the need to exercise greater input into the development of policy, design of programs and the resource allocation process.
- . Many of the participating Bands have now assumed administrative responsibility for the complete range of program services and have aggressively pursued a wide diversity of funding sources (Appendix "B" provides a concrete illustration of this growth in program services.)
- . Bands are, according to their capabilities, beginning to exercise considerable control over specific program services, particularly Education. Local control is seen as a fundamental requirement to achieving community priorities and developing a sense of community ownership.

(2) Political Effectiveness:

- . Curve Lake, Hiawatha and Muskrat Dam have developed extremely effective political structures and processes. The critical success factors contributing to this political effectiveness are:
  - strong and effective political leadership
  - clearly understood and supported community goals
  - extensive involvement and participation of community members in the decision-making process
  - effective mediation of varying Band interests
  - effective communication between Band Council and members
  - accessibility of Chief and Council to members of the community
  - perceived sense of equity and fairness in the Band Council decision-making process
  - effective achievement of Band priorities
  - Band control of the pace of development
  - Band Council protection of community interests in negotiations with external organizations.
  
- . The effectiveness of the political structures and processes at Batchewana was seriously eroded as a result of the autocratic domination of the previous Chief, over a fourteen year period. The new Chief and Council are taking steps to rebuild the political structures and

achieve greater Band member participation in the decision-making process.

- . Wikwemikong ranked extremely low on all the key effectiveness measures:
  - the existing electoral system does not ensure full representation of the community
  - the Chief is becoming less of a spokesman for the people (as opposed to ten years ago)
  - Committees of Council have no concrete terms of reference, or power
  - people view Council as being too close to the Department, i.e. Council is seen primarily as a deliverer of Departmental policy and programs
  - people feel that the Band Council operation is secretive and closed
  - the Community does not participate in the Band Council decision-making process; attendance at Band Council and General Assembly meetings is very low
  - people don't understand the limitations which are faced by Council (funding etc.) and the reasons why Council decisions are made
  - the election of Band staff, as members of Council, was creating serious problems.
  
- . The political structures and processes at Sandy Lake were in a state of considerable flux. During the most recent election the Chief and all but two Council members were defeated. Community involvement in the

Band Council decision-making process was extremely low. The turnover of Band Council has created a concern by new Councilors on the appropriateness of the two year electoral term, i.e. the first year is devoted to learning, leaving only the second year to implement Council priorities. (This is further complicated by the turnover of District staff.) The objectives of the new Chief and Council were identified as:

- improving the responsiveness of Council to community priorities
- creating a bridge between the traditions and values of the elders and younger members of the community
- developing a thorough understanding of Federal and Provincial programs
- attaining greater community participation in Band Council activities
- maintaining good relations with District Office staff.

(3) Community Planning:

There is a considerable variation in the state of the community planning process between the six participating Bands.

- . In 1972, Batchewana engaged a firm of consulting engineers to develop a Master Plan for the Rankin Reserve. It included the physical site design for the Blue Heron Industrial Park and the planned development of a housing subdivision and community infrastructure. A By-Law was



passed approving the Master Plan and there has been no formalized community planning activity since that date.

- . Wikwemikong had engaged the services of a firm of planning consultants to develop a comprehensive community plan, under the direction of a Community Planning Committee of Council. The process will not incorporate any participation by community members in the formulation of the plan.
- . Sandy Lake had recently engaged the services of a Winnipeg consulting firm to develop a twenty year Capital Plan for the Reserve. No community participation is foreseen in the completion of the planning exercise
- . Muskrat Dam has developed a less formalized but highly effective comprehensive community planning process with the full and active involvement of Band members in the formulation and approval of community goals. A university student was providing technical assistance to the Band in the preparation of the community plan.
- . Curve Lake and Hiawatha, with the extensive support of Peterborough District staff, have established a highly effective comprehensive community planning process which achieves an impressively high participation rate of Band members in identifying community priorities, over a five year period, in the areas of:

- Social
- Health
- Recreation
- Political
- Education
- Culture

The community planning process is controlled by the Band, i.e. the Band sets its own developmental objectives which are reviewed and updated annually. The Community Plan provides the basis for a Joint Agreement which is co-signed by Band and Departmental officials. The community development objectives become an integral part of the District's Operational and Capital Plans. Band and District staff are held accountable for achieving the goals which are set out in the Community Plan.

The District's Community Planning Resource Team stresses that the planning process will not guarantee more dollars. However, based on experience to date, funding agencies have been impressed and this has in fact been translated into increased and accelerated financial support.

From the vantage point of the Curve Lake and Hiawatha Band Councils, the community planning process has been effective in:

- involving Band members in the formulation of community priorities and agreement on a timetable for their accomplishment

- focusing on a multi-year planning term which more realistically reflects the length of time necessary to complete major community projects
- concentrating the efforts of Band Council, Band and District staff on the achievement of concrete, time-phased goals
- providing a set of development plans which, because of the extensive involvement of Band members, can likely withstand any changes in Band Council
- presenting community proposals to other funding agencies in a businesslike and credible manner.

(4) Effectiveness of Band Management:

- . Curve Lake, Hiawatha and Batchewana have established effective financial and managerial control practices and procedures. Our effectiveness measures supporting this conclusion included:
  - well qualified and experienced staff
  - five years of clean Financial Audit and Audit Complement Reports
  - five years of remaining within authorized budgetary limits
  - fully integrated planning, budgeting and monitoring systems.

Each of these Bands emphasized the importance of a strong and stable management capacity as an essential prerequisite for further development. The critical elements, which contribute to this state of

effective managerial control, touch upon the relationship between Band Council and the Band administrative staff:

BAND COUNCIL:

- Demand for high standards of financial managerial and administrative performance
- Extensive involvement in the planning, budgeting and monitoring processes
- Effective policy direction to Band staff
- Separation of the political and administrative activities to provide a basis for staff accountability to Council
- Emphasized importance of the continuity and stability of Band staff during turnover of Band Council
- Staff appointments on the basis of merit.

BAND ADMINISTRATION:

- Strong and effective leadership by the Band Administrator
- Well qualified and knowledgeable administrative and program staff
- Provision of timely and competent advice to Band Council
- Effective and well integrated management practices and procedures

. The state of the Band management capacity at Muskrat Dam remains underdeveloped in terms of managerial skills and processes. The present Band Council, however, has

eliminated a significant deficit which existed prior to their election and has remained within authorized budgetary limits for the past two years. The Financial Audit Report is generally satisfactory and notes an improvement in internal control procedures. Band administrative staff are appointed by Chief and Council and generally turn over with the election of a new Council.

- . The planning, budgeting and control processes at Sandy Lake have not been effectively developed. The Financial Auditors have not been able to express an opinion on at least the last six Financial Statements and the Audit Complements have identified serious deficiencies in internal control which have not been addressed.
- . The state of the Band management capacity at Wikwemikong is seriously underdeveloped. The Financial Auditors were unable to express an opinion on the 1980/81 Financial Statements and the past six Audit Complement Reports identified major deficiencies in the internal control procedures and the system of expenditure control. The Finance and Audit Committee of Council, is inactive, and Council has not been kept adequately informed on the status of Band expenditures. The accumulated Band deficit is in excess of \$1 million.

II THE EFFECTIVENESS OF DISTRICT ADVICE AND SUPPORT



II The Effectiveness of District Advice and Support:

The scope of our Evaluation Assessment Study concentrated on three critical effectiveness measures at the District Office level:

- (i) the extent to which Band Government staff roles had been restructured to respond to the emerging capacities and needs of District Bands
- (ii) the extent to which District training and other support programs were contributing to the development of Band government
- (iii) the extent to which a systematic management framework was in place to effectively link Band and District management processes and meet Departmental accountability requirements.

We have completed a qualitative evaluation of these key variables for the Peterborough, Sudbury and Sioux Lookout District Offices.


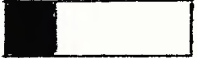







There was, however, one major issue which transcended all three Districts and that was the timeliness and adequacy of the Departmental Resource Allocation process. The specific concerns expressed by all Bands can be summarized as follows:


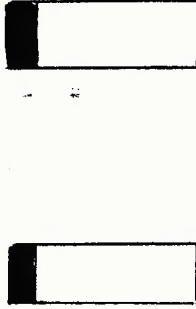
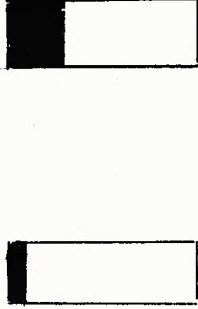
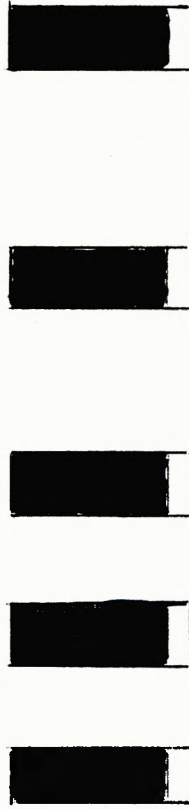
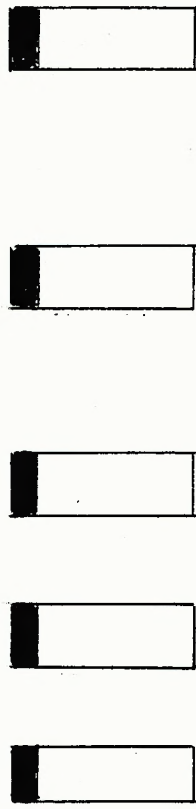
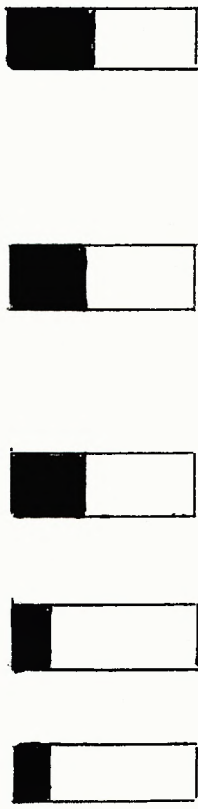
- . Regional reviews of the 1982/83 Contribution Agreements were not completed until July of 1982. Bands experienced considerable uncertainty in planning their pro-

grams and incurred heavy interest charges to banks and suppliers which are not reimbursed by the Department.

- . Core and Overhead funding support is not meeting the actual requirements of the Bands
- . The Capital Funding process is not geared to the construction season and is restricted to a single year approval cycle
- . The financial reporting requirements of the Department change every three to four months with little regard for the impact on Bands.

KEY VARIABLE COMPARISON BY BAND

KEY VARIABLES	PETERBOROUGH DISTRICT OFFICE	SUDBURY DISTRICT OFFICE	SIOUX LOOKOUT DISTRICT OFFICE
(A) <u>RESTRUCTURING OF BAND GOVERNMENT STAFF ROLES:</u>			
-modification of roles to meet Band require- ments			
-clear defini- tion of respon- sibilities and accountability of District and Band staff			
-integration of Band Government staff efforts to meet Band requirements			

KEY VARIABLES	PETERBOROUGH DISTRICT OFFICE	SUDBURY DISTRICT OFFICE	SIOUX LOOKOUT DISTRICT OFFICE
<p>(B) <u>EFFECTIVENESS OF DISTRICT SUPPORT PROGRAMS:</u></p> <p>-Development of training pro- grams which respond to the requirements of   . Chief and     Council   . Band staff</p> <p>-Development of community based planning pro- cess and skills</p>			
<p>(C) <u>MANAGEMENT FRAMEWORK:</u></p> <p>-Strategic understanding of development needs and pri- orities of Bands</p> <p>-Formulation of Capital and Operational plans on basis of Band pri- orities</p> <p>-Development of an effective set of terms and conditions</p> <p>-Systematic monitoring pro- cess</p> <p>-Effective fol- low-up and corrective action proce- dures</p>			

PETERBOROUGH DISTRICT OFFICE:

The Peterborough District Manager and Band Government staff have laid the groundwork for a well established management framework and sharply focused support programs. Key aspects of their approach include:

- the creation of a Community Planning Resource Team which has been working since 1979 to assist District Bands in the establishment of community planning processes
- the formulation of District Capital and Work Plans on the basis of concrete, time-phased community goals
- the measurement of District staff performance against the milestones laid out in the Community Plans
- the development of District Training Programs in response to identified Band requirements
- the co-ordinated delivery of Band Management assistance and support
- the abolition of redundant functions, e.g. Local Government Advisor, and restructuring of roles to respond to the capacities and needs of District Bands.

SUDBURY DISTRICT OFFICE:

The Sudbury District Office ranked low on all key variables. Critical concerns included:

- no effective functional leadership of the Band Government Activity was being

exercised

- Band support programs were fragmented, underdeveloped and not responsive to Band needs
- no comprehensive management framework was in place to underpin the delivery of program services i.e.;
  - (i) no strategic understanding of the priorities and needs of District Bands
  - (ii) no linkage between District and Band management processes
  - (iii) monitoring procedures did not integrate financial and program performance results
  - (iv) no effective follow-up with Bands with demonstratably poor managerial and financial control
  - (v) no basis for measuring the effectiveness of Band Government staff support to Bands.

The Wikwemikang Band, as an example, had six years of extremely critical Financial Audit Reports and had kited the Band deficit to over one million dollars before the Sudbury District Office took corrective action.

. SIoux LOOKOUT DISTRICT OFFICE:

There has been some progress achieved in establishing an effectively integrated Band Government support capacity at the Sioux Lookout District Office. Key aspects of our findings can be summarized as follows:

- Local Government Advisory roles have been restructured to meet the identified requirements of Bands. But, a significant portion of their time is devoted to responding to the increasing demands of the Departmental decision-making processes.
- Band Government staff have developed a sharp understanding of the requirements of District Bands and are formulating their Work Plans in response to those identified priorities and needs
- final approval of Band Contribution Agreements and Budgets rests with the Regional Office and the District is presently serving as a conduit between the Bands and Region
- the District's training capacity is very limited and there is no District planner position
- there is one Band Financial Advisor to serve the requirements of eighteen District Bands, spread over a wide geographic area. This has greatly inhibited the District's ability to support the development of effective management skills and practices, at the Band level.



TRIBAL COUNCIL ADVICE AND SUPPORT:

The terms of reference of the Evaluation Assessment Study called for an evaluation of the effectiveness of the advice and support, provided to Bands, by Tribal/District Councils. The Study team did not have the opportunity to interview representatives from the Tribal Councils and our observations are based on comments by District Managers and members of Band Councils.

TRIBAL COUNCIL OVERVIEW

DISTRICT AND BANDS	TRIBAL COUNCILS
<u>PETERBOROUGH DISTRICT:</u>  . Curve Lake . Hiawatha	Georgian Bay Tribal Council  - No affiliation - No affiliation
<u>SUDBURY DISTRICT:</u>  . Batchewana . Wikwemikong	- No affiliation - United Chiefs and Councils of Manitoulin
<u>SIOUX LOOKOUT DISTRICT:</u>  . Muskrat Dam . Sandy Lake	- Windigo Tribal Council - Phetabun Chiefs  Both bands are members of the Northern Nishnawabe Education Council

OBSERVATIONS:

(1) GEORGIAN BAY TRIBAL COUNCIL:

- Both the Curve Lake and Hiawatha Band Councils had refused to join the Georgian Bay Tribal Council on the grounds that it represented a duplication of the District Office function
- The Peterborough District Manager was initially supportive of the potential for devolving District responsibilities to the Georgian Bay Tribal Council. The Council is funded directly from the Regional Office and it was understood that the principal interface would be between the Regional and Tribal Council staff. There has, in fact, been no reduction in District Office responsibilities and the working relationship between Regional, District and Tribal Council staff remains very confused.

(2) UNITED CHIEFS AND COUNCILS OF MANITOULIN:

- The Wikwemikong Band Council and staff did not feel that the U.C.C.M. was making an effective contribution towards the growth and development of Band government
- The Acting District Manager, Sudbury District, does not view Tribal Councils as being effective and has seen no diminution of District responsibilities as a result of their establishment.

(3) WINDIGO TRIBAL COUNCIL, PHETABUN AREA CHIEFS  
AND NORTHERN NISHNAWABE EDUCATION COUNCIL:

- The Windigo and Phetabun Area Tribal Councils receive an annual contribution of approximately \$160,000 each, from the District's Socio-Economic Budget, under specific instructions from the Regional Office. The District Manager and the Superintendent of Economic Development do not view the Tribal Council performance, as effective
- The Muskrat Dam and Sandy Lake Band Councils support the Windigo and Phetabun Area Tribal Councils and feel that they are making an important contribution to their development
- There is considerable agreement between the District's Education staff and the Muskrat Dam and Sandy Lake Bands that the Northern Nishnawabe Education Council is extremely effective.

COMMENTS:

- (1) There does not appear to be a well developed strategic framework supporting the establishment of Tribal Councils, in the Ontario Region.
- (2) The roles, responsibilities and inter-relationships between Bands, Districts, Tribal Councils and the Region are neither clearly defined nor well understood.

- (3) There is considerable evidence that some of the Tribal Councils are not providing effective support to member Bands but we were unable to examine this issue in sufficient depth to develop a concrete set of findings.

- 'CORE' AND 'OVERHEAD' FUNDING:

There is clear agreement, by all parties, that the existing 'Core' and 'Overhead' funding formula and levels of financial support are inadequate. We have reviewed the new Band Support Funding Proposal which has been developed by the Department and accept its detailed findings and recommendations.

- PROSPECTIVE LESSONS AND  
RECOMMENDATIONS

● PROSPECTIVE LESSONS AND RECOMMENDATIONS:

The test of any effectiveness evaluation is the extent to which its major findings can contribute to the formulation of new policy directions and provide a structured basis for effecting necessary improvements to existing program practices. The major findings and recommendations of this Evaluation Assessment Study are:

I That the effectiveness of Band Government is inextricably linked to the state of the political, social and economic processes of a community .... That any determination of a Band's "readiness" for self-government should be based on a demonstrated functional competency in all of these critical community processes.

. We are confident that the proposed evaluation methodology described in this Study, provides the basis for measuring the functional competency of a community's political, social and economic processes and for preparing a plan of action to strengthen underdeveloped areas of these community processes.

. We believe that the Evaluation Assessment Study findings, taken with other Band Government studies initiated by the Department, constitute a solid conceptual context for the development of effective Band government. The Department's Native Economic Development Policy Paper establishes a sharp description of the critical success factors underpinning effective economic development at the Band level. We would recommend that the Depart-



ment undertake an equally rigorous examination of the underlying factors which contribute to the effective development of the social and community processes of a Band. Completion of these three strategic studies will provide a much more comprehensive basis for supporting the growth and development of Bands.

- II That effective political processes need to be directed towards two opposite but interrelated directions; the establishment of a clearly understood and agreed upon set of development objectives, and; the protection and effective execution of these community objectives by Band Council. The key concept is community participation, i.e. access and involvement by community members in the political decision making processes.

- . We are confident that these key activities and the related principles of political development which have been identified by this Study can be taught and should be incorporated into a Skills Development Program by the Department.

- III That the Comprehensive Community Planning Process offers enormous potential for; supporting the key political processes; providing an effective linkage between Band and District planning processes; and, concentrating the efforts of Band Council, Band staff and District staff on the achievement of community goals.

- . We recommend that the Comprehensive Community Based Planning Process, which has been de-

signed and implemented by the Peterborough District staff, be examined for its prospective application on a national basis.

IV That Bands are expressing great interest in contributing to the formulation of Departmental policy and plans and in sharing critical information and 'lessons' between Bands.

. We recommend that the Departmental planning and policy development processes be adjusted to accommodate a much greater degree of Band input and that a systematic mechanism be established for sharing information and lessons between Bands.

V That the establishment of effective management practices is linked to the demand for high standards of financial and management control, by Band Council, and the strength of the functional leadership provided by the Band Administrator .... those Bands who have established effective management processes, see their development as an essential prerequisite to achieving greater self determination and providing a high level of program services to Band membership.

. We recommend that these critical success factors shape the development of any planned Departmental initiative aimed at strengthening the management capacity of Bands.

VI That the Peterborough District Office has come very close to translating the supportive role to Bands and the accountability responsibilities of the Department, into effective practice.

. Key aspects of the District's approach include:

- the implementation of a systematic management framework to underpin the delivery of District program and funding support
- the transfer of community based planning skills to District Bands
- the coordinated delivery of Band Management assistance and support
- the restructuring of District roles to respond to the capacities and needs of Bands
- the development of effective training programs in response to Band requirements
- the effective linkage between Band and District management processes

. We recommend that the series of initiatives which have been taken by the Peterborough District be reviewed for their prospective application in other District Offices.

VII That there is no systematic way to measure whether Departmental programs are effectively achieving improvements in the socio economic conditions of Bands

. We would recommend that the Department institute the development and maintenance of Comprehensive Band Profiles as a critical element of the District management framework. The Band Profiles which were developed during the conduct of this Study might provide a starting point for structuring this process.

- . We would further recommend that Contribution Agreements with Bands be expanded to incorporate the necessary data to conduct an effectiveness evaluation of Departmental programs.

VIII That the timeliness and adequacy of funding support to Bands should be extensively examined.

- . The Departmental resource allocation process was a major issue with all participating Bands. The specific concerns cited during the course of the Study included:
  - lengthy delays in the approval of Contribution Agreements by the Regional Office
  - allocation decisions which are based on a per capita formula
  - program funding levels which have not kept pace with the cost of inflation
  - the Capital Planning process is not geared to the construction season
  - the financial reporting requirements of the Department change every three to four months with little regard for the impact on Bands
- . We recommend that the Department undertake a detailed review of the resource allocation and reporting processes.

IX That the effectiveness of Tribal Council support to Bands should be studied in much greater depth.

- . We did not have the opportunity to interview Tribal Council staff which severely res-

tricted our ability to produce a concrete set of findings. On the basis of comments provided by District Managers and Band Councils we have concluded that:

- there does not appear to be a well developed strategic framework supporting the establishment of Tribal Councils in the Ontario Region
- the roles, responsibilities and interrelationships between Bands, Districts, Tribal Councils and the Region are neither clearly defined nor well understood
- there is considerable evidence that some of the Tribal Councils are not providing effective support to member Bands.

We recommend that the Department undertake a much more detailed review of the effectiveness of Tribal Council support to Bands.

. APPENDICES

APPENDIX "A"      Characteristics of  
Effective Band Government

APPENDIX "B"      A Summary of All  
Program Services  
Administered by  
Participating Bands

APPENDIX "C"      Comprehensive Band  
Profiles for;  
- Curve Lake  
- Hiawatha  
- Batchewana  
- Muskrat Dam

\* Wikwemikong and Sandy Lake Band profiles  
are not available for general  
distribution.



CHARACTERISTICS OF EFFECTIVE BAND GOVERNMENT

The question of what principles are considered essential to achieving effective local government was asked of each Chief and Councillor of the six participating Bands. A summary of the responses, by Band, is attached for your information.



CHARACTERISTICS OF EFFECTIVE LOCAL GOVERNMENT

I CURVE LAKE: (Peterborough District)

- A clearly understood long term goal of Self-Government (initially expressed in 1967).
- A succession of effective Chiefs and Councils.
- Strong and competent Band Administrator and staff.
- Well established Council Committees with able representatives from the community; clearly understood roles and terms of reference.
- Initiative and effort of Band Council and staff (ability to capitalize on opportunities).
- Effective financial and management control.
  - . Demand by Council to be kept well informed of expenditure and program performance.
  - . Formalized financial and administrative systems and procedures.
  - . Clean Audit Reports and Audit Complement comments.
- Formalized Band personnel policy (Band policy is to ensure a clear separation of Council and Administrative roles; Band staff and spouses cannot stand for election to Council.
- Structured Band Council agenda which provides for delegations from Band members.



- Distribution of Band Council Minutes to every household.
- Well established Comprehensive Community Planning Process which seeks the extensive involvement of Band members in identifying community priorities, over a five year period in the areas of:
  - . Social
  - . Health
  - . Recreation
  - . Political
  - . Economic
  - . Education
  - . Cultural

The planning process is controlled by the Band i.e. Band sets its own direction and development objectives. The community plan forms the basis for a Joint Agreement, signed by Band and Departmental officials, which becomes an integral part of the District's Operational and Capital Planning Processes; Band and District staff are held accountable for achieving the goals set out in the Community Plan. From the perspective of Band Council the planning process is effective in:

- . Ensuring that community members are fully involved in designating Band priorities and translating those priorities into detailed plans.
- . Focusing on a multi year planning term which more realistically reflects the length of time necessary to complete major community projects.
- . Provides a set of development plans which can likely withstand any change in Band Council.
- . Concentrating the efforts of Band and District Office staff on major goals.



. Describing developmental objectives to other funding agencies.

- Objective decision-making by Band Council; establishment of a formal appeal process on Council decisions.
- Local control of programs and a major input into the policy making process of the Department.
- Flexibility in funding arrangements.
- Band government must reflect Indian dignity.

II HIAWATHA: (Peterborough District)

- Sharply developed sense of community purposes and objectives by Council and Band members.
- Strong and effective political leadership.
- Extensive community commitment and participation in identifying Band priorities.

NOTE: Hiawatha has implemented a Comprehensive Community Planning Process, identical to Curve Lake, with equally impressive results.

- Development of a Band economic base.
- Aggressive pursuit of a wide diversification of funding sources.
- Effective Band administrator and well developed financial and managerial controls;



- . Timely reporting of expenditure and operational results to Council.
  - . Formalized financial and administrative systems and procedures.
  - . Clean Audit Reports and Audit Complement comments.
- 
- Attainment of effective working relationships with District staff.
  - Adequate Core Funding support.
  - Flexibility in funding arrangements.

III BATCHEWANA: (Sudbury District)

- Observance of language and culture by Band Council.
- Respect for, and involvement of, Band elders.
- Equality and fairness in Band Council decisions.
- Ability by Band members to influence critical decisions.
- Effective political leadership by Chief and Council.
- Informing Band members of the importance of their involvement.
- Openness of Band Council and accessibility of Chief and Councillors to the people.
- Harmony between the political, administrative and developmental activities.



- Effectiveness of Band Council in representing community with non-Indian organizations.
- Full communication of Band Council activities and decisions.
- Strong, effective and stable administrative staff.
- Effective administrative and financial controls:
  - . Formalized systems and procedures.
  - . Clean Audit Reports and Audit Complement comments.
- Maintain a high standard of program services.

IV WIKWEMIKONG (Sudbury District)

- Chief must be an effective Spokesman for the people.
- Electoral system should ensure proper representation of community's population.
- Council Committees must be delegated responsibilities and have a clear understanding of terms of reference and role.
- Community must be involved in the Band Council's decision-making process.
- Council and administration must be seen as being autonomous from the Department i.e. not as a deliverer of departmental policy and programs.
- Band Council must be open in its activities and decision-making.



- People must be informed of the limitations which are placed on Council (availability of funding etc.) and the reasons why Council decisions are made.

V MUSKRAT DAM (Sioux Lookout District)

- Clearly understood long term goals of local control and self-sufficiency for the Band.
- Effective control of resource allocation decisions (Band will not have full control until they control the dollars).
- Well developed leadership of Chief and Council.
- Band Council must establish the pace of the community development process.
- Community involvement in decision-making process is critical (Council participates on local radio talk shows to receive community input on major issues and inform members of Council decisions).
- Education of young people is of critical importance (Band can progress only as quickly as it develops competent people).
- Tribal Councils can make a valuable contribution to the development of a community.
- Council must develop an awareness of all available sources of program and funding support.
- Implementation of a Comprehensive Community Planning Process with the full participation of Band members.



- Effective administrative staff and financial control procedures.

VI SANDY LAKE (Sioux Lookout District)

- Band Council must be responsive to community priorities.
- Equality and fairness in Band council decision-making.
- There must be sufficient stability in Band Council membership to allow community priorities to be achieved.
- Respect for, and involvement of, Band elders in major decisions.
- Council must have a thorough understanding of Indian Affairs programs and those of other funding agencies.
- Community involvement.
- Development of effective relationships with District Office staff.



## APPENDIX B

## SUMMARY OF PROGRAM SERVICES ADMINISTERED BY BANDS

(1)

DESCRIPTION OF PROGRAM SERVICES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	SKRAT DAM
(A) BACKGROUND INFORMATION						
• Membership;	553 on-reserve 182 off-reserve 735 Members	83 on-reserve 64 off-reserve 147 Members	350 on-reserve 142 off-reserve 492 Members	2,365 on-reserve 883 off-reserve 3,248 Members	Approximately 1500 on-reserve Members	Approximately 100 on-reserve members.
• Location;	21 miles north of Peterborough	12 miles southeast of Peterborough	Sault Ste. Marie	114 Miles from Sudbury	Approximately 300 air miles from Sioux Lookout	Approximately 500 air miles from Sioux Lookout
• Size of Council;	Chief and seven Councillors	Chief and two Councillors	Chief and four Councillors	Chief and twelve Councillors	Chief and eight Council members	Chief and two Councillors
• Budget;	1981/82 TOTAL BUDGET \$1,827,585	1980/81 TOTAL BUDGET \$582,609	1980/81 TOTAL BUDGET \$1,290,240	1980/81 TOTAL BUDGET \$4,411,627	1980/81 TOTAL BUDGET \$1,086,104	1980/81 TOTAL BUDGET \$356,164
(B) PROGRAM SERVICES:						
(i) EDUCATION; - K to High School	- pre K to Grade II pro- vided at Curve Lake School, teachers em- ployed under contract with Peterborough County School Divi- sion - Grade III to High School enrolled in Lakefield School system under tuition agreement with Band	- enrolled in the Peter- borough County School Division under tuition agreement with Band - Band has a representative on the Peterborough County School Division Board	- enrolled in Sault Ste. Marie School system under tuition agreement with Band - Band has representatives on both the Public and Separate School Boards	- K to Grade VIII presently part of Federal School System on Reserve - effective September, 1982 Band will assume local control of education program	- K through Grade X under Federal School System on reserve - Very effective liaison between community and teaching staff has been established by the School Committee of Council	- K through Grade IX under Federal School System on Reserve - Band Council functions as School Committee

DESCRIPTION OF PROGRAM SERVICES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
- High School	- School Committee of Council has developed an effective relationship with School Board and administration	- Enrolled in Peterborough County School division under Tuition Agreement with Band	- Enrolled in Sault Ste. Marie School system under Tuition Agreement with Band	- Students attended off-island high schools under Tuition Agreement with Band	- High school program administered by the Northern Nishnawabe Education Council (Band member on Executive)	- High school program administered by the Northern Nishnawabe Education Council
- Counselling; . Cultural enrichment . Guidance . Attendance	- Program Coordinator of native studies on Band staff - Guidance Counsellor on Band staff	- Part time Education Liaison Officer on Band staff	- Native Curriculum program has been introduced as a high school credit course - Guidance Counsellor on Band staff	- Guidance Counsellors on Band staff - Attendance Counsellor on Band staff	- Cultural Development program is a major focus of school committee - Guidance Counsellor (K to Grade X) on Band staff	- Cultural Development program given by member of Community
- Post Secondary	- Tuition, transportation and student maintenance funds administered by Band	- Tuition, transportation and student maintenance funds administered by Band	- Tuition, transportation and student maintenance funds administered by Band	- Guidance Counsellors on Band staff - Attendance Counsellor on Band staff	- Cultural Development program is a major focus of school Committee - Guidance Counsellor (K to Grade X) on Band staff	- Cultural Development program given by member of Community
- Other; . Out of district Tuition Agreement . Boarding Home Program - other Bands	- Band administers Tuition Agreement for out-of-district students enrolled in the Native Studies program at Trent University. Education Counsellor on Band staff	--	- Band administers a large boarding home program for high school students from other Bands who attend school in Sault Ste. Marie - Guidance counsellor on Band staff	--	--	--

DESCRIPTION OF PROGRAM SERVICES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAMATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
(ii) SOCIAL SERVICES: - Social Assistance	- Administered by Band - Full time Social Assistance Administrator	- Administered by Band - Part time Social Assistance Administrator on Band staff	- Administered by Band - Part time Social Assistance Administrator on Band staff	- Administered by Band - Social Assistance Administrator, Assistant Administrator and Field Worker on Band staff	--  (Administered by District)	- Administered by Band - Part time Social Assistance Administrator on Band staff
- Homemaker Services	- Administered by Band	--	- Administered by Band	- Administered by Band	--	--
- Counselling; - Mental health	--	--	--	- Two Mental Health Counsellors, funded by National Health and Welfare	--	--
- Alcohol and Drug	--	--	- Recovery Home Facility on Reserve	- Alcohol and Drug Counsellors provided by Pehtabun Tribal Council	--	--
- Child welfare	--	--	--	- Pilot Child Welfare project funded by Province	--	--
- Day Care	- Day Care Centre on Reserve	--	- Day Care Centre on Reserve	- Day Care Centre on Reserve	--	--
- Senior Citizen Care	- Recently completed Senior Citizen Complex located on Reserve	- C.M.H.C. Apartment Complex (eight units) partially used for elderly residents	--	- Wikwemikong Nursing Home Limited; 60 bed Nursing Home Complex partially funded by loan from C.M.H.C.	- Elderly Care pilot program funded by Sick Children's Foundation in Toronto	--



DESCRIPTION OF PROGRAM SERVICES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAMATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
(iii) <u>ECONOMIC AND EMPLOYMENT DEVELOPMENT:</u> - Feasibility Studies and Development of Proposals	- Band Economic Development Officer on staff	- Band Economic Development Officer on staff	- Band Economic Development Officer on staff	- Band Economic Development Officer on staff	- Band responsible for economic development on Reserve - Pehtabun Tribal Council is focusing on economic opportunities which will benefit all Bands in Pehtabun area	- Administered by band - Windigo Tribal Council field representative reports directly to Band Council
- Band Owned Enterprises	- Curve Lake Arts and Crafts Production Centre	- 77 site, fully serviced tent and trailer park owned and operated by Band (partially funded under the A.R.O.A. program)	- Blue Heron Industrial Park with eight businesses as tenants	--	- Coffee House/Restaurant owned by Band	- Sawmill operation
(iv) <u>HOUSING:</u> - New Housing Construction	- Curve Lake has implemented a Housing Loan program; loan repayments supplement the capital contribution from the Department and allow the construction of additional houses	- Hiawatha has implemented a Housing Mortgage program; loan repayments supplement the capital housing contribution and allow the construction of additional houses	- Rankin Reserve Housing Authority was incorporated in 1978 to enter into new housing loan agreements with C.M.H.C. (50 units of housing constructed, to date)	- New houses constructed by Band work force	- New houses constructed by Band work force	- New houses constructed by Band work force
- Renovation of Existing Housing	- By Band work force	- By Band work force	- Rankin Reserve Housing Authority has endorsed loans under the C.M.H.C. Rural Rehabilitation Assistance program (20 units)	- Wikwemikong Band has endorsed loans under the C.M.H.C. Rural Rehabilitation Assistance program (program started in 1981)	- Sandy Lake recently signed Rural Rehabilitation Assistance program agreement with C.M.H.C.	- By Band work force

DESCRIPTION OF PROGRAM SERVICES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
(V) <u>COMMUNITY SERVICES:</u> - Maintenance of; . Roads	- Maintenance by Band; partial cost sharing by Ministry of Transportation and Communication	- Maintained by Band; partial cost sharing by the Ministry of Transportation and Communication	- Maintained by Band; partial cost sharing by Ministry of Transportation and Communication	- Maintained by Band work force; partial cost sharing by Ministry of Transportation and Communications	- Maintained by Ministry of Transport under agreement with Band	- Maintained by Band work force
. Sewer and Water systems	- Maintained by Band work force	- Maintained by Band work force	- Batchewana is hooked up to the Sault Ste. Marie sewer and water system	- Maintained by Band work force	--	--
. Federal Schools and Teacherages	--	--	--	- Maintained by Band work force	- Maintained by Band work force	--
(VI) <u>MEDICAL SERVICES:</u> .	- Community Health Representative on Band staff	--	- Community Health Representative on Band staff	- Community Health Representative on Band staff	- Community Health Representatives on Band staff	- Community Health Representative on Band staff
(VII) <u>RECREATION:</u>	- Administered by Band - Ball diamond and recreation area primarily constructed with Wintario grant	- Administered by Band	- Administered by Band - Large ice arena and hall partially constructed with Wintario grant	- Administered by Band - Large ice arena and hall partially constructed with Wintario grant	- Administered by Band	- Administered by Band - Playground constructed with partial assistance of the Katimavik program
(VIII) <u>SPECIAL CONSTABLE PROGRAM:</u>	- Administered jointly by Band Council and the Ontario Provincial Police	--	- Administered jointly by Band Council and the Ontario Provincial Police	- Administered jointly by Band Council and the Ontario Provincial Police - Court held on Reserve - Native Case Worker located on Reserve	- Administered jointly by Band Council and Ontario Provincial Police - Court held on Reserve	--
(IX) <u>LANDS AND ESTATES:</u>	- Administered by Band	--	- Administered by Band	- Administered by Band	--	--



DESCRIPTION OF PROGRAM SERVICES	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
(X) <u>MEMBERSHIP:</u>	- Administered by Band	--	- Administered by Band	- Administered by Band	--	--
=====	=====	=====	=====	=====	=====	=====
(XI) <u>COMPREHENSIVE COMMUNITY BASED PLANNING:</u>	- Administered by Band; full time Community Planner on Band staff; full Community participation in the planning process	- Administered by Band; Economic Development Officer also functions as Band planner; full Community participation in the planning process	--	- Administered by Band; Consultant has been engaged to undertake planning exercise under the direction of the Community Planning Committee of Council	- Administered by Band; Consultant has been engaged to undertake planning exercise	- Administered by Band; Community members undertaking planning process with the assistance of a University student



BAND PROFILES

1. Curve Lake Reserve  
(Peterborough District)
2. Hiawatha Reserve  
(Peterborough District)
3. Batchewana Band - at Rankin  
(Sudbury District)
4. Muskrat Dam Reserve  
(Sioux Lookout District)



CURVE LAKE RESERVE  
(Peterborough District)



CURVE LAKE RESERVE

(A) BACKGROUND INFORMATION:

- Membership:                      Approximately 735 members;  
   553 On-reserve  
   182 Off-reserve  
   735 Members
  
- Location:                        Curve Lake Reserve is located 21  
   miles north of Peterborough and is  
   approximately 1600 acres.
  
- Physical Facilities:
  - (i) Band:
    - Band Council and Administrative Complex
    - School (prekindergarden to grade 2)
    - Day Care Centre
    - Senior Citizens Complex
    - Community Hall (Old Curve Lake School)
    - Ballpark and Recreation Area
    - Church
    - Arts and Crafts Production Centre
    - Marina
    - Municipal Services (paved roads, sewer and  
   water, electricity, telephones, etc.)
    - New Housing Subdivision
    - Two Duplexes (four rental units)
  
  - (ii) Privately Owned:
    - Whetung Arts and Crafts (internationally known)
    - Reinforcing Steel Company
    - Arts and Crafts Retail Outlet



- Two Stores and Post Office
- Snack Stand
- Florist

● Program Service Summary:

(i) Education:

Band administration of Education Program through Education Committee of Council:

- Prekindergarden to grade 2 - on reserve
- Grade 3 to Highschool - Lakefield School System
- Post secondary program - Universities and Community Colleges
- Adult Education and Occupational Skills Development Programs
- The Curve Lake Band also administers an Out-of-District Tuition Agreement for students enrolled in the Native Studies Program at Trent University.

(ii) Social Services:

Band administration of Social Assistance Program and Homemaker services.

(iii) Day Care Program:

Administered by band.

(iv) Medical Services:

Band administers Community Health Representative and patient transportation programs; Medical Service Branch nurse makes weekly visits.

(v) Senior Citizens Complex:

Band administration of program services.



(vi) Special Constable Program:

Administered jointly by Band Police Commission  
(Committee of Council) and Ontario Provincial  
Police.

(vii) Economic Development Program:

Administered by Band through an Economic Develop-  
ment Officer.

(viii) Housing and Community Services:

Administered by Band.

(ix) Recreation and Culture:

Administered by Band.

(x) Membership, Lands and Estates:

Administered by Band.



1981-1982 Budgetary Overview

Program	Fed. Contribution	Prov. Contribution	Other Revenue	Total Revenue	Expenditures	Surplus (Deficit)
General Government Protection to Persons & Property	\$114,031	-	-	\$114,031	\$157,735	(\$43,704)
Public Works	1,000	-	-	1,000	1,000	-
Social Services	12,850	8,000	-	20,850	54,392	(33,542)
Recreation	76,891	223,094	-	299,985	300,894	(909)
Education	5,530	1,000	-	6,530	6,530	-
Employment	877,729	-	-	877,729	877,729	-
Other	90,872	-	-	90,872	90,872	-
Capital	-	-	150,800	150,800	121,833	28,967
	216,600	-	-	216,600	216,600	-
<b>TOTAL</b>	<b>\$1,395,503<sup>(1)</sup></b>	<b>\$232,094</b>	<b>\$150,800</b>	<b>\$1,778,397</b>	<b>\$1,827,585</b>	<b>(\$49,188)</b>

NOTES

(1) Federal revenue breakdown includes D.I.A.N.D. - \$1,376,508 and N.H. & W. - \$18,995.



(B) Band Council Summary:

- Size: Chief and seven Councillors

- Council Committees:

Council Committees include:

- Housing Committee
- Welfare Committee
- School Committee
- Personnel Committee
- Recreation Committee
- Police Committee
- Striking Committee
- Health Committee

- (i) Representative of Council on each committee; committee nominees are proposed by the Striking Committee (Chaired by the Chief) and confirmed by Band Council
- (ii) Committee members receive no remuneration (Band policy)

- Organization Structure:

All Band staff report to council through the Band Administrator.



CURVE LAKE BAND  
ORGANIZATIONAL RELATIONSHIPS

COMMITTEES

HOUSING

WELFARE

SCHOOL

PERSONNEL

RECREATION

POLICE  
COMMISSION

STRIKING

HEALTH

BAND  
MEMBERS

BAND COUNCIL  
- Community Decision  
making Process  
- Resolution of Issues  
- Passage of By-Laws  
- Management and Control  
of Band Expenditures

BAND ADMINISTRATOR  
- Advises Chief and  
Council  
- Implements Policies  
and By-Laws  
- Administers Band  
Finances  
- Reports on Opera-  
tional and Financial  
Performance to Council

SERVICES

ELECTIONS  
(Band)

LEGAL SERVICES  
(Contract)

AUDIT SERVICES  
(Contract)

PROTECTION SERVICES  
(O.P.P.)

COMMENTS:

- (1) District Training Officer has co-ordinated a number of Band Government Development Programs including; Chief and Council Workshops, Council Committee Workshops, Electoral Officer Workshops, Creative Problem Solving Workshops, etc.



(2) The Council Committee system is operating very effectively; clear terms of reference, strong community participation etc.

(3) Curve Lake Band has developed a formalized set of personnel policies with the assistance of Cistrict Office and C.E.S.O. representatives. A major cornerstone of the personnel policy is a clear separation of the political and administrative functions i.e. a Council member, or spouse, cannot be employed by the Band, during his Term of Office.

- Affiliations: - Member of the Union of Ontario Indians (Chief Coppaway is Grand Chief of the Union of Ontario Indians)

- Not a member of a Tribal Council (Band feels that it would be a duplication of District Office role)
- Joined with two other Peterborough Chiefs to form an Island Committee (Land Dispute of Island Ownership)

- Band Council Operations:

- Band Council meetings are held twice a month or as often as necessary
- The Band Council agenda normally addresses the following items:
  - . Opening Prayers
  - . Delegations from Band members
  - . Committee Reports
  - . Band Administrator's Reports
  - . Band Council Resolutions
  - . Correspondence
  - . Monthly Reports



- Copies of Band Council Minutes are distributed to every household

- Comprehensive Community Planning Process:

- In March of 1979, the Curve Lake Council implemented a Comprehensive Community Based Planning process with the assistance of the Peterborough District's Community Planning Resource Team. The results of this process, involving extensive participation by Band members have been extremely impressive. The planning process is based on four principles:

- I Bands must set their own directions and develop their own plans in order to achieve self-autonomy
- II Individual members of the community must be fully involved in the development of the plan
- III Individual bands must reach a consensus on their own future
- IV Community planning skills must be transferred to the Band level.

- The Community Plan, covering a five year period, is developed around the following major components. (The plan is updated annually).

- . Social
- . Health
- . Recreation
- . Political
- . Economic
- . Education
- . Culture



- Role of Community Planning Resource Team:

- (1) The Team acts as facilitator and resource people, rather than doers.
- (2) The Team assists in the development of a Joint Agreement, signed by Departmental and Band officials, signifying their intent to work towards achievement of the time-phased Community goals. The Community Plan becomes an integral part of the Cistrict's Capital and Work Planning processes; Band and District staff are accountable for meeting the performance measures (resources and milestones) laid out in the Community Plan.
- (3) The Community Planning Resource Team stresses that the planning process will not guarantee more dollars. However, based on the Bands now in the process, funding agencies have been impressed and this has in fact translated into increased and accelerated financial support.

- From the vantage point of Band Council, the Community Planning Process has been effective in:

- . Ensuring the extensive involvement of Band members in identifying community priorities and needs
- . Focusing on a multi year planning term which more realistically reflects the length of time required to complete major community projects
- . Providing a set of Developmental Objectives which can withstand any turnover in Band Council.

● Characteristics of Effective Local Government:

During our discussion with Chief and Council, the



following principles were identified as being essential to effective band government:

- Achievement of a role of Self-Government for the Curve Lake community
- A succession of effective Chiefs and Councils
- Strong and effective Band Administrator
- Initiative and effort of Band council and staff
- Community participation and involvement
- Effective financial and management control
- Objective decision making by Council; establishment of a formal appeal process
- Separation of political and administrative functions
- Clear understanding of Council and Council committees terms of reference, roles and responsibilities
- A reflection of Indian dignity in Band Government
- Local control of programs.

● Major Achievements:

- Goal of Self Government was formally articulated by Curve Lake in 1967; since then successive Band Councils have put a great deal of effort into achieving that goal
- Administrative assumptions of all possible program services
- Impressive physical development of the Reserve
- Development of effective management and financial practices (emphasis on demonstrating "value-for-money")
- Implementation of Community Planning Process
- Development of Band personnel policy.

● Major Issues:

- Impact of new Constitution on Indian Rights
- Late payment of funds by D.I.A.N.D. and inadequate



funding levels

- Requirement of more land for future development of Reserve
- Heavy Overhead costs of District Office
- Removal of school proposal from Capital Plan
- Little support from District Office in resolving Islands ownership dispute
- Capital management inspection policy
- Withdrawal of T.O.J. funding allocation
- Need for much greater flexibility in funding arrangements, i.e. block funding approach
- Lack of input into Departmental policy-making process.

(C) BAND ADMINISTRATION:

● Present Band Administration Staff:

- Band Administrator
- Executive Assistant
- Finance Officer
- Community Planner
- Band Clerk
- Steno/Receptionist
- Clerk Trainee

● 1981/82 Core and Administration Budget:

Revenue:

- D.I.A.N.D.		
Core Funding		\$25,000
Overhead		86,439
- N.H. & W.		<u>2,592</u>
	TOTAL	<u>\$114,031</u>



Expenditures:

- Salaries and Honoraria <sup>(1)</sup>	\$101,330
- Fringe Benefits	7,205
- Office Costs	24,200
- Professional Services	9,000
- Computer Services	5,100
- Bank Charges	2,400
- Insurance	8,500
	<u>\$157,735</u>
TOTAL	
Excess of Expenditures over Revenues	<u>(\$43,704) <sup>(2)</sup></u>

NOTES: (1) Band Council remuneration is:

Chief: \$100.00/month plus \$100.00/month expenses

Councillors: \$80.00/month plus \$20.00/month expenses

(2) Shortfall is offset by Band generated revenues.

OBSERVATIONS:

- (1) The planning, budgeting and control process are extremely well developed. There is a strong commitment to effective management and financial control by both Band Council and the Administrative staff. Audit complement comments are very satisfactory.
- (2) The Community Planning Process offers the potential for an effective integration of Band and District Capital, Operational and Work Planning processes.
- (3) The Band's accounting system has been computerized.

\* Mr. William Whetung, Band Administrator since 1966, was scheduled to retire in March of 1982. Many members of Band Council and the Peterborough District Office staff



credited him with playing a major part in the progress of Curve Lake Band.

● Overhead Rates:

- 7 per cent on D.I.A.N.D. contributions
- 10 per cent for capital projects
- 10 per cent for provincial and N.H. & W. programs

● Staff Benefits:

- No staff benefits for band employees beyond employer's share of U.I.C.

(D) PROGRAM AND BUDGETARY DETAIL:

● Education:

(i) Scope: Pre K to Grade 2 provided at Curve Lake School (teaching staff employed under contract with Peterborough County Board of Education); Grade 3 to high school students enrolled in Lakefield School system (School Committee liaises continuously with Lakefield School Board and administration); Band Administers Post Secondary and Occupational Skills Training Programs and also an Out-of-District Tuition Agreement for Native Studies students enrolled at Trent University.

(ii) 1981/82 Education Budget:

Revenue:

D.I.A.N.D. \$877,729

Expenditures:

- Instruction - Federal Schools	\$ 89,357
- School Maintenance	23,225
- School Committee	1,206
- Cultural Enrichment	4,725



- Instruction - non federal	245,688
- Guidance	40,808
- Transportation	27,500
- Adult Education	5,640
- Student Allowances	3,800
- Post Secondary	95,230
- Occupational Skills	89,250
- Library	1,300
- Out of District	<u>250,000</u>
TOTAL	<u>\$877,729</u>

(iii) Operational Detail:

- Present education staff includes:
  - . Program Co-ordinator of Native Studies
  - . Guidance Counsellor - Post Secondary Education
  - . Education Counsellor - Out-of-District Tuition Agreement
- School Committee has worked out a very effective relationship with the Lakefield School Board and has considerable input into the decision-making-process, as it affects Curve Lake students.
- Post Secondary Guidance Counsellor provides assistance to approximately 14 students enrolled in Technical and Technology Programs as well as 18 students enrolled in the Occupational Skills Development Program.
- The Education Counsellor provides counselling to 25 students enrolled in the Native Studies Program at Trent University (drop out rate of students is improving but remains quite high).



• Social Services:

(i) Scope: Band administration of, Social Assistance and Homemaker Programs; Day Care Program and Community Health Representative Program.

(ii) 1981/82 Social Services Budget:

Revenue:

D.I.A.N.D.

- Social Assistance	\$ 33,120
- Welfare Administration	9,486
- Day Care	17,882

Province of Ontario

- Social Assistance	141,966
- Day Care	71,528
- Homemakers	9,600

N.H. & W.

- Health Worker	16,403
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TOTAL	<u>\$299,985</u>
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Expenditures:

- Social Assistance	\$184,572
- Homemakers	12,000
- Day Care	89,410
- Community Health Worker	14,912
	<u>\$300,894</u>

Excess of Expenditures over Revenue	<u>(\$909)</u>
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(iii) Operational Detail:

- Social Assistance and Homemakers

A full time Social Assistance Administrator provides counselling assistance plus administration of G.W.A., Special Aid, Supplementary Aid and Homemaker Services. There are approximately 70 families on Social Assistance (about 200 people) and 4 people receiving Homemaker services.



- Day Care

The Day Care Centre was constructed approximately six years ago; present staff is:

- Supervisor
- Assistant supervisor
- Two teachers
- Cook
- Housekeeper

Average enrollment is 22 children.

- Medical Services

Community Health Representative Program commenced in June, 1981, with funding support from National Health and Welfare. Medical Services nurse visits are on a weekly basis and a doctor is located at Lakefield, 14 miles from the Reserve.

\*NOTE - at the time of our visit the Curve Lake Senior Citizens Complex was under construction.

● Economic Development:

(i) Scope: Band Economic Development Officer administers Economic and Employment Development Programs (both on and off-reserve).

(ii) 1981/82 Economic Development Budget Revenue:

D.I.A.N.D. \$90,872

Expenditures:

- Employment Placements	\$ 7,500
- T.O.J.	20,000
- Band Development Officer	18,372
- S.Y.E.P.	45,000

TOTAL \$90,872



(iii) Operational Detail:

- Band Economic Development position was created two years ago and is responsible for economic and employment development projects both on and off-reserve.
- Curve Lake utilizes the Social Assistance Savings Program to create band work projects, e.g. log house construction.
- Unemployment rate is approximately 35 per cent of employable population (which is about average for the early spring period).
- Major barrier to further development is shortage of land; Band Council is pursuing the acquisition of additional land.
- Potential economic development projects include:
  - . Credit Union - preferably developed through renovation or purchase of existing space
  - . Gas Bar - 24 hour gas pump operation with minor service bays
  - . Laundromat - washer and dryer facility to service main community and summer residents
  - . Government Wharf - public wharf for Trent Canal, Kawartha Lakes water traffic so that tourist trade can be diverted to the community.
- Curve Lake has initiated a band owned Arts and Crafts Production Centre with an I.E.D.F. loan, Socio-Economic subsidy and minor assistance from N.A.C.C.O. The operation employs 11-12 women and has been experiencing significant losses (over and above the Socio-Economic subsidy) which must be financed from Band revenues. Critical difficulties are being



experienced in determining market demand, securing wholesale market outlets and the costing of product lines.

● Housing and Community Services:

(i) Scope: Curve Lake has implemented a Housing Loan Program; Band work force undertakes construction and renovation of houses, maintenance of roads, water and sanitation systems etc.

(ii) 1981/82 Capital Budget:

Revenue:

D.I.A.N.D.	<u>\$216,600</u>
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Expenditures:

- Housing	\$154,400
- Water and Sanitation	2,200
- Fire	47,000
- School	<u>13,000</u>
TOTAL	<u>\$216,600</u>

(iii) Operational Detail:

- A Band operated Housing Loan Program was started in 1967, using D.I.A.N.D. Capital Housing Contribution as a mortgage fund.
- Loan applications are reviewed by the Housing Committee with final selection decisions being made by Band Council.
- Loan repayment schedules are set by Council on the basis of ability to pay. Present outstanding balance of the loan fund is approximately \$¾ million and the Band is experiencing mortgage collection difficulties thus diminishing the amount of funds available for additional housing loans.



- It is anticipated that four new homes will be constructed in 1982/83 (three from the Capital Housing Contributions and one from loan repayment funds).
- The Band Council is adamantly opposed to the use of C.M.H.C. Assistance Programs, including R.R.A.P.
- Approximately forty houses have been constructed since 1976, as well as seven band owned rental units.
- Curve Lake has recently completed a fully serviced subdivision for new housing development.



HIAWATHA RESERVE  
(Peterborough District)



HIAWATHA RESERVE

(A) BACKGROUND INFORMATION:

- Membership:
  - 83 On-reserve
  - 64 Off-reserve
  - 147 Total
  
- Location: Rice Lake, Ontario, 12 miles south east of Peterborough.
  
- Physical Facilities:
  - Band Office
  - Community Hall
  - Trailer Park (77 sites, running water, electricity, washrooms/showers, boat docking and launching facilities)
  - 8 unit Apartment Complex
  - Municipal garage
  - Paved roads
  - Sewer and water services
  - Church
  - Store (privately owned)
  
- Program Service Summary:
  - (i) Education:
    - Hiawatha students enrolled in Peterborough County School Division under tuition agreement with the Band; Band has representative on School Division Board and part time Education Liaison Officer.



- Band administers Post Secondary Education Program.

(ii) Social Services:

- Band administers Social Assistance Program and an eight unit C.M.H.C. apartment complex for low income and elderly residents.

(iii) Housing and Community Infrastructure:

- Hiawatha administers capital and maintenance program through Band work force.

(iv) Economic and Employment Development:

- Administered by Band through an Economic Development Officer.

(v) Recreation and Culture:

- Administered by band.

● 1980/81 Budgetary Summary:

<u>Programs</u>	<u>Revenue</u>	<u>Expenditure</u>	<u>Surplus (Deficit)</u>
- Administration	\$ 30,792	\$ 49,987	(\$19,195)
- Protection to Persons and Property	500	525	(25)
- Public Works	101,839	161,047	(59,208)
- Social Services	22,986	29,624	(6,638)
- Recreation	4,223	4,477	(254)
- Education	73,947	69,030	4,917
- Employment	181,902	182,881	(979)
- Park Operation and Maintenance	20,273	18,272	2,001
- Capital Projects	11,028	9,382	1,646
- Other	<u>135,119</u>	<u>56,676</u>	<u>78,443</u>
TOTAL	<u>\$582,609<sup>(1)</sup></u>	<u>\$581,901</u>	<u>\$708</u>



NOTE (1) Hiawatha Band has been extremely effective in establishing its own economic base and securing funding support from a highly diversified range of federal and provincial programs. D.I.A.N.D.'s contribution of \$181,000, out of total revenues of approximately \$583,000, represents 32 per cent.

(B) Band Council Summary:

- Size: Chief and two Councillors
- Elections: Band has a Committee which oversees the election process; voter turnout is very high; the electoral term of the Chief and Council is two years. Present Chief has been in Office for five years.
- Council Committees:
  - Hiawatha Band Council Committees include:
    - Housing Committee
    - School Committee
    - Recreation Committee
  - \* There are no community representatives on the committees. Membership is composed of Chief, Councillors and staff resource person.
- Affiliations:
  - Member of the Union of Ontario Indians.
  - Not a member of a Tribal Council.



- Community Planning Process:

In March of 1979, the Hiawatha Band Council implemented a Comprehensive Community Based Planning process with the assistance of the Peterborough District's Community Planning Resource Team. The results of this process, involving the complete participation of Band members, have been extremely impressive. The process has been based on four principles:

- I Bands must set their own directions and develop their own plans in order to achieve self-autonomy.
- II Individual members of the community must be fully involved in the development of the plan.
- III Individual Bands must reach a consensus on their own future.
- IV Community planning skills must be transferred to the Band level.

The Community Plan is developed around the following major components covering a five year period. The plan is updated annually:

- Social - Items pertaining to the life style and welfare of the community residents.
- Health - Items dealing specifically with the physical and mental well being of the community residents.
- Recreational - Items relating to the recreational enjoyment of community residents.
- Political - Items dealing with the establishment of local government policies.
- Economic - Items dealing with the use of resources for either individual or community prosperity.
- Educational - Items dealing with community residents formal learning process.



- Cultural - Items dealing with community residents mode of thought and spiritualism.

\* Role of the Community Planning Resource Team

- (1) Team acts as facilitator and resource people, rather than doers.
- (2) Team ensures that the Community Plan becomes an integral part of the District's Capital and Work Planning processes.
- (3) Assists in the development of a Joint Agreement, signed by Departmental and Band officials, signifying their intent to work towards achievement of the time-phased community goals. Band and District staff are accountable for meeting the performance measures (resources and milestones) laid out in the Community Plan.

NOTE: The Community Planning Resource Team stresses that the planning process does not guarantee more dollars. However, based on the Bands now in the process, funding agencies have been impressed and this has in fact translated into increased and accelerated financial support.

● Major Achievements:

- Sharply focussed sense of Community purpose and Development objectives
- Strong community commitment and participation
- Development of a Band economic base
- Aggressive pursuit of a wide diversity of funding sources
- Physical development of the Reserve
- Implementation of the Community Based Planning process



- Strong financial and administrative systems
- Attainment of effective relationship with District staff.

- Issues:

- Core funding formula penalizes small Bands.
- Island land dispute.
- Chief would like to see much more flexibility in funding arrangements, i.e. block funding.

(C) Band Administration:

- Present Band Administrative Staff.

- Band Administrator
- Part-time Planner
- Part-time Secretary/Receptionist

- 1980/81 Core and Administration Funding:

Revenue:

D.I.A.N.D.

- Administration	\$14,472
- Core Funding	15,000
National Health and Welfare	<u>1,320</u>
TOTAL	<u>\$30,792</u>

Expenditures:

- Salaries and Benefits	\$25,867
- Office Costs	18,623
- Professional Services	2,897
- Computer Services	<u>2,600</u>
Excess of Expenditure over Revenue	<u><u>(\$19,195)<sup>(1)</sup></u></u>

(<sup>1</sup>) Shortfall is offset from Band generated revenues.



OBSERVATIONS:

- (1) The planning, budgeting and control processes are well developed. Audit complement comments for the past five years are very satisfactory.
- (2) The community planning process has allowed a full integration of Band and the District office's operational, financial and capital planning processes.
- (3) The Band's accounting system is computerized.
- (4) Overhead rates can be summarized as follows:
  - DIAND
    - Contributions 10 per cent
    - Minor Capital 8 per cent
    - Major Capital Negotiable
  - National Health and Welfare 10 per cent
  - L.E.A.P. - included in project cost

(D) Program and Budgetary Detail:

● Education:

- (i) Scope: Hiawatha students attend off reserve schools under tuition agreement with the Peterborough School Division; liaison is maintained through membership on the County School Board and a part-time Education Officer; School Committee administers the Post Secondary Program and Occupational Skills Development Program.
- (ii) 1980/81 Education Budget:
  - Revenue
  - D.I.A.N.D. \$73,947



Expenditures

Instruction	\$42,889
University	15,478
Adult Education	812
Cultural Classes	407
Transportation	3,907
Education Committee	624
Occupational	4,735
Student Allowances, Non Federal	140
Guidance	38
	<hr/>
TOTAL	\$69,030
	<hr/>
Excess of Revenue over	
Expenditures	\$ 4,917
	<hr/> <hr/>

- Enrollments:
  - 15 students in Elementary School
  - 9 students in High School
  - 5 students in Post Secondary

- Social Services:

(i) Scope: Part time Social Assistance  
Administrator.

(ii) 1980/81 Social Assistance Budget:

Revenue:

D.I.A.N.D.

- Social Assistance Welfare	\$ 4,225
Administration	3,100
Province of Ontario	
- Social Assistance	<hr/> 15,661
	<hr/> \$22,986



Expenditures:

- Salary and Benefits	\$10,525
- General Welfare Assistance	15,322
- Supplementary Assistance	612
- Special Assistance	46
- Other	<u>3,119</u>
	<u>\$29,624</u>
Excess of Expenditure over Revenue	<u>(\$6,638)</u>

(iii) Operational Detail:

- Social Assistance caseload information was not obtained, however, there is an anticipated increase in the number of recipients as a result of the employment situation in Peterborough.
- The Ministry of Community and Social Services is reviewing the Band's application to convert the Social Assistance Administrator position to full time status. (Under existing arrangements, the Band assumes a portion of the salary costs).

● Economic and Employment Development:

- (i) Scope: Band administration of program through Economic Development Officer.
- (ii) 1980/81 Economic Development Budget:

Revenue:

D.I.A.N.D.

- Band Development Officer \$17,214
- Summer Student Program 3,114

L.E.A.P.

- Herkimer Project 155,387
- Sheet Metal Project 6,187
- \$181,902



Expenditures:

- Summer Students	\$2,999
- On the Job Training	156
- Band Development Officer	16,066
- Retraining	734
- Herkimer Project	
. Salary and Benefits	87,351
. Other	69,388
- Sheet Metal Project Study	<u>6,187</u>
Excess of Expenditures	<u>18,881</u>

Over Revenues (\$979)

(iii) Operational Detail:

- Band owns and operates the Hiawatha Tent and Trailer Park; 77 trailer sites with running water, electricity, washrooms/showers, boat docking and launching facilities.
- Hiawatha also owns the Serpent Mounds Provincial Park which it leases to the Province.
- Extensive leasing of cottage lots by members holding Certificate of Possession; Band charges annual service fee.
- Store on Reserve is privately owned.
- Potential economic development projects include:
  - Herkimer Point: Hiawatha has utilized L.E.A.P. funding to determine the feasibility of a band operated motel and convention centre.
  - Craft Shop Operation: A number of band members are producing traditional arts and crafts; Hiawatha is examining the potential of a retail outlet on reserve.



- Wild Rice: The Band is exploring the feasibility of an expanded Wild Rice Harvesting Operation.

- Housing and Community Infrastructure:

(i) Scope: Implementation of a Housing Mortgage Program; Superintendent of Works responsible for construction of new houses, maintenance of roads, water and sanitation etc.

(ii) 1980/81 Capital and Public Works Budget:

(a) Capital Projects

Revenue:

D.I.A.N.D. - Housing \$11,028

Expenditures:

- Salaries and Benefits \$1,644

- Materials and Other 7,738

TOTAL \$9,382

Excess Revenue over Expenditures \$1,646

(b) Public Works

Revenue:

D.I.A.N.D.

- Roads \$31,075

- Water and Sanitation 6,000

Province of Ontario

- Roads 1,200

- I.C.S. 27,694

Machine Revenue 32,117

Septic Tank Sales 3,753

TOTAL \$101,839



Expenditures

- Roads	\$59,677 <sup>(1)</sup>
- Band Property Maintenance	52,137
- Band Equipment	8,104
- Water and Sanitation	7,599
- Capital Purchases	<u>33,530</u>
	TOTAL <u>\$161,047</u>
Excess of Expenditure over Revenue	<u>(\$59,208)</u>

(iii) Operational Detail:

- Housing: Hiawatha Band has implemented a Housing Mortgage Program; a mortgage is issued from Band funds covering the difference between the housing subsidy and the actual cost of the home. Mortgage rates are approximately 5-6 per cent and are amortized over a 20-25 year period. Mortgage repayments by Band members are used to fund future housing development. While there has been a previous lag in repayments the Band anticipates being fully caught up by 1984/85. Hiawatha constructs two new housing units per year. (Existing waiting list of seven applicants).

- Public Works:

Note (1) \$55,388 was expended on shoreline erosion control which has been a major problem for the Band.

In 1980, the Band received \$63,357 under the ARDA Program for the construction of a sewer system and buildings for the park development.

- Future capital planning projects include:

- . Development of a new housing sub division (10 units)
- . Construction of an all purpose



- building to include a fire hall
- . Expansion of the Band Office
- . Expansion of recreational facilities:
  - Carpet bowling
  - Tennis courts
  - Fence and lighting for  
baseball diamond
- \* Above proposals will be submitted to  
Wintario for funding support.



BATCHEWANA BAND - AT RANKIN

(Sudbury District)



BATCHEWANA INDIAN BAND  
RANKIN RESERVE

(A) BACKGROUND INFORMATION:

- Membership:                      Approximately  
    350 On-reserve  
    142 Off-reserve  
    492 Total
  
- Location:                        Sault Ste. Marie, Ontario.    Reserve  
    includes approximately 3,760 acres of  
    land at Rankin, plus land at Goulais  
    Bay and Fournier Road.
  
- Physical Facilities:
  - Band Council and administrative complex
  - Day Care centre
  - Arena
  - Blue Heron Industrial Park
  - Fifty units of low rental housing (four  
apartment complexes and eighteen houses funded  
under C.M.H.C. Program; twenty houses renovated  
under R.R.A.P.
  - Conversion to Sault Ste. Marie sewer and water  
system
  - New subdivision development
  - Paved roads
  
- Program Service Summary:
  - (i) Education:
    - (a) Batchewana Education Program
      - Band assumed administration of the



Education Program in 1969; elementary and high school students attend schools in Sault Ste. Marie; Band has representatives on both the Public and Separate School Boards; Band administers the Post Secondary and Occupational Skills Development programs.

(b) Boarding Home Program

- Other Bands: Batchewana has been administering the Boarding Home Program for other Bands since 1976.

- (ii) Social Services: Administered by band through part-time Social Assistance Administrator.
- (iii) Medical Services: Medical Services Branch nurse located in Sault Ste. Marie; Band administers Community Health Representative program.
- (iv) Day Care: Administered by band.
- (v) Housing: Administered by band through Rankin Reserve Community Services Incorporated.
- (vi) Economic Development: Administered by band through an Economic Development Officer and the board of directors of the Blue Heron Industrial Park.
- (vii) Recreation and Culture: Administered by band through the Recreation and Cultural Committees of Council.
- (viii) Community Services: Administered by band.



- Special Constable Program:

Administered jointly by Band Council and Ontario  
Provincial Police.

● 1980/81 Budgetary Summary;

Revenue:

- D.I.A.N.D.	\$654,379
- Province of Ontario	104,294
- C.E.I.C.	18,854
- National Health and Welfare	12,003
- Association of Iroquois and Allied Indians	1,912
- Band Budget	7,658
- Child Care Fees	39,147
- Boarding Home Program; Other Bands	107,402
- Rankin Men's Bingo	32,341
- Arena Activities	135,554
- School Bus Rental	21,906
- Interest and Miscellaneous	22,618
- Equipment and Band House Rental	11,457
- Blue Heron Industrial Park	17,951
- Administration and Office Rental	18,744
	<hr/> 1,206,220
Deferred Revenue, April 1, 1980	84,020
	<hr/> \$1,290,240

Expenditures:

- Social Assistance	\$45,560
- Child Day Care	109,672
- Core Funding	19,869
- Administration	68,402
- Community Services	26,244
- Education	296,367
- Boarding Home - Other Bands	107,402



- Library	2,587
- Economic Development	17,693
- Recreation	32,126
- Capital Programs	165,600
- Cultural Programs	11,188
- Other Subsidized Programs	28,407
- Band Budget	7,658
- Arena Operations	147,433
- School Bus Rental	21,906
- Other Band Operated Enterprises	16,784
	<u>\$1,124,898</u>
Excess Revenue over Expenditure	<u>\$165,342</u>

(B) BAND COUNCIL SUMMARY:

- Size: Chief and four Councillors
- Elections: Band administers own election process; electoral terms is two years, present Chief and Council were elected in December, 1980; all but one Council member were newly elected; previous Chief was in office for fourteen years.
- Council Committees:
  - Rankin Reserve Community Services Incorporated (Housing)
  - Industrial Park Board of Directors
  - Recreation Committee
  - Day Care Committee
  - Cultural Committee



- Characteristics of Effective Local Government:

During our discussion with Chief and Council the following principles were identified as being essential to effective Band Government:

- Observance of culture and language
- Respect for, and involvement of, Band elders
- Equality and fairness in Band Council decisions
- Ability by Band members to influence critical decisions
- Educating Band members on the importance of their involvement
- Harmony between the political, administrative and developmental activities
- Openness of Band Council and effective communication with members
- Competence of Band Council in representing the Band
- Strong and effective administrative staff.

- Batchewana Band Government Workshop:

In October, 1981, a workshop was held for Band members, Band Council and Band staff to establish a new set of relationships in Band Government. The participants discussed the expectations of members, Council and staff. Key excerpts from that workshop include:

"What does a band member expect of Band Councillors

- To lead, to make decisions
- To listen to my concerns and to act on them ...
- To represent my concerns in Council meetings
- To let me know what's going on in Council
- To control Band staff
- To make law and policy for the Band
- To control services for Band members
- To be informed of all that's going on in this



community

- To be open-minded, to hear and consider others' opinions
- To work effectively with the Chief
- To be knowledgeable about the history and culture of this community and Indian-non-Indian relations."

"What does a Band member expect of the Chief"

- "- To be principal spokesman for the Band with outside organizations
- To work effectively with Council
- To initiate ideas and actions within Council
- To draw decisions out of Council
- To decide on split decisions in Council
- To protect individual members and the Band as a whole
- To report regularly to council on your actions on behalf of members and the Band
- To be accessible to all Band members."

- Political Affiliations:
  - member of the Association of Iroquois and Allied Indians
  - Considering joining a Tribal Council.

● 1980/81 Core Funding Overview

Revenue:

- D.I.A.N.D.	\$19,000
- Administration and Office Rental	<u>1,020</u>
	<u>\$20,022</u>



Expenditures:

- *Honorarium - Chief and council	\$11,113
- Wages and Benefits	6,933
- Travel	200
- Office Supplies	267
- Telephone	600
- Light and Heat	400
- Postage	50
- Janitor	250
- Bonding	56
	<u>\$19,869</u>
Excess Revenue over Expenditures	<u>\$151</u>

\*Chief is paid \$450.00 per month.

Councillors are paid \$200.00 per month.

● Major Achievements:

- Physical development of Reserve Band Office Complex, Arena, housing, municipal services, Day Care Centre, etc.
- Administrative takeover of a comprehensive range of program services and diversification of funding sources
- Establishment of the Rankin Reserve Housing Authority and the tapping of C.M.H.C. programs
- Creation of an economic base through development of the Blue Heron Industrial Park
- Development of effective administrative and financial systems.

● Major Issues:

- Physical development has not been matched by the social development of Band members
- Inadequacy of overhead funding level
- Delays in funding approval by D.I.A.N.D.



- Elimination of Overhead provision on Education Program funding
- Arena deficit

(C) BAND ADMINISTRATION:

● Present Band Administrative Staff:

- Band Administrator
- Finance Clerk
- Receptionist/Secretary

● Administrative Stability:

A majority of Council members spoke to the need to maintain stability of the administrative staff, irrespective of changes in Band Councils.

● 1980/81 Administration Budget:

Revenue:

- D.I.A.N.D.	\$46,621
- C.E.I.C.	182
- Association of Iroquois and Allied Indians	1,912
- Administration and Office Rental <sup>(1)</sup>	<u>17,724</u>
TOTAL	<u>\$66,439</u>

Expenditures:

- Wages	\$32,215
- Employee Benefits	3,800
- Supplies and Maintenance	4,899
- Stationery	2,106
- Postage	932
- Heat and Light	5,673
- Telephone	3,995
- Janitor	2,533



- Xerox	2,086
- Auditing	5,150
- Travel	<u>5,013</u>
TOTAL	<u>\$68,402</u>
Excess of Expenditure over Revenue	<u>(\$1,963)</u>

Notes (1) Band programs and incorporated enterprises are charged administrative and office rental prorated costs.

(2) Employee benefits include:

- Life Insurance (paid by band)
- Group Pension Plan
- (5 per cent employee/5 per cent employer)
- U.I.C.

Observations:

- (1) The planning, budgeting and financial control processes are fully developed and effective.
- (2) Band Council is kept fully informed of expenditure reports and stresses the importance of strong management control.
- (3) The Band has remained within budgetary allocations for at least the last five years.
- (4) Audit Complement comments are very satisfactory.

(D) PROGRAM AND BUDGETARY DETAIL:

● Education:

- (i) Scope: - Band has administered the Elementary and High School programs since 1969; trustee representation on both the Public and Separate School Boards; two



Guidance Counsellors.

- Band has administered the Post  
Secondary Program since 1980.

(ii) 1980/81 Education Budget

Revenue:

- D.I.A.N.D.	\$371,068
- Province of Ontario	<u>500</u>
	\$371,568
- Deferred revenue, April 1, 1980	<u>5,945</u>
TOTAL	<u>\$377,513</u>

Expenditures:

- Guidance	\$43,972
- Occupational Skills Maintenance	7,345
- Occupational Skills Tuition	1,928
- Adult Education	1,903
- School Committee	457
- Non Federal-tuition	167,191
- Cultural Enrichment	1,911
- Boarding	4,972
- Mid-day Lunches	4,168
- Allowances	3,590
- Local Transportation	22,166
- Post School Maintenance	24,116
- Post School Tuition	5,329
- High School Summer Employment	<u>7,319</u>
	<u>\$296,367</u>
Excess Revenue over Expenditure	<u><u>\$81,146</u></u>



(iii) Operational Detail:

- Enrollments:

Elementary - 76 students

High school - 37 students

Post secondary - 9 students

- Band has emphasized academic attainment through a scholarship program and a tutorial program

- High school graduation rate is very high

- A Native Curriculum Program has been introduced as a High School credit course.

● Boarding Home Program

(i) Scope: - Band assumed administrative responsibility for the Boarding Home Program - Other Bands, in 1976. Batchewana receives payment from other Bands and Education Councils for High School students attending Sault Ste. Marie schools.

(ii) 1980/81 Boarding Home Budget:

Revenue:

Other Bands	\$107,402
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Expenditures:

- Non Federal Tuition	\$55,965
- Boarding - Room and Clothing	43,659
- Allowances	3,190
- Local Transportation	4,588
	<u>\$107,402</u>



(iii) Operational Detail:

- Enrollment, 67 students started in the September term; approximately 20 left at Christmas (mostly from remote reserves). This was an exceptionally high drop-out; the program has been operating well and most graduate from High School
- Batchewana charges \$35.00/month/student to administer the program and to:
  - arrange residences, pay monthly allowances etc.
  - provide counselling
  - liaise with school officials.
- The Band is experiencing a problem with late payment from other bands and has had to "bridge-finance" from its own funds. In the future, bands will be requested to make payments in advance of school terms.

● Social Services Program:

- (i) Scope: Band administers Social Assistance and Homemaker programs through a part-time Social Assistance Administrator.

(ii) 1980/81 Social Services Budget:

Revenue:

- D.I.A.N.D.	\$13,100
- Province of Ontario	<u>31,654</u>
	<u>\$44,754</u>



Expenditures:

- Welfare Administrator's Salary	\$5,500
- General Assistance	34,880
- Supplementary Aid	2,202
- Special Assistance	1,146
- Homemakers	1,238
- Other Welfare Assistance	<u>644</u>
TOTAL	<u>\$45,560</u>
Excess of Expenditures ove Revenue	<u>(\$806)</u>

(iii) Operational Detail:

- Batchewana has made application to the Ministry of Community and Social Services to convert the Welfare Administrator's position to full time.
- Present caseload is approximately 20 (representing 35-40 people)
- Two people are receiving homemaker services
- C.O.M.S.O.C. Claims Enquirer reviews Social Assistance files and is viewed as being extremely helpful.

● Economic Development

- (i) Scope: Band administers Economic Development Program through Economic Development Officer and Industrial Park's Board of Directors.

(ii) 1980/81 Economic Development Budget:

Revenue: (Economic Development)

- D.I.A.N.D.	\$10,000
- Deferred Revenue April 1, 1980	<u>7,693</u>
TOTAL	<u>\$17,693</u>



Expenditure:

- Wages	\$2,659
- Travel and Meetings	8,161
- Survey	1,100
- Consultant Fees	1,572
- Telephone	875
- Materials and Supplies	2,826
- Administration	500
	<u>\$17,693</u>

Blue Heron Industrial Park

Revenue:

- Service Charges	\$17,951
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Expenditures:

- Utilities	\$1,015
- Maintenance	748
- Insurance	63
- Bad Debts	<u>2,516</u>
	<u>\$4,342</u>

Excess Revenue over Expenditures	<u>\$13,609</u>
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(iii) Operational Details:

- Blue Heron Industrial Park:

- Idea of Industrial Park was conceived in 1967
- Consulting engineers and town planners were hired to prepare plan
- Batchewana Band Industries was incorporated, in 1971, to manage the Park's operation through a Board of Directors (five members; two non-Indian)
- Eight to ten industries have located in the park under 20 years leases,



renegotiated every five years. Critical aspect of the lease is the hiring of Band members provided they meet qualification levels (T.O.J. funds are used to subsidize wages during training period)

- The Band is considering a major rental increase to close the gap with Sault Ste. Marie lease rates

\* The major priority of the Board is to increase the number of firms in the Industrial Park.

#### Other Economic Development Opportunities

- Band members have expressed an interest in starting logging, fishing and trucking businesses but no support has been forthcoming from the Sudbury District Office
- 5-6 members are presently engaged in commercial fishing operations under a band licence, issued by M.N.R.

#### ● Housing Program:

(i) Scope: Band administration of housing program through Rankin Reserve Community Services Incorporated.

#### (ii) Operational Details:

- Batchewana received authority in 1978 to establish a housing authority in order to enter into a loan agreement with C.M.H.C. Rankin Reserve Community Services was incorporated to administer a low rental housing construction program and rental operation on the reserve. Since 1978, 50 units of low rental housing have been



constructed; four apartment buildings, with eight units each, and eighteen individual houses. (Present waiting list is ten families)

- 1980/81 capital housing funds of \$38,326 were transferred to the Corporation to assist in financing the construction program
- Rural Rehabilitation Assistance Program:  
Since 1978, the band has endorsed C.M.H.C. loans made to band members under the Rural Rehabilitation Assistance Program. (Up to \$10,000 per applicant with a forgivable loan of \$3,750, after five years)
- Twenty R.R.A.P. loans have been approved since 1978.

Observations;

- (1) The Batchewana Band has just completed a major subdivision development.
- (2) Members have expressed concern that title to new houses is held by the Band, rather than the individual, under the C.M.H.C. program.

● Community Services:

- (i) Scope: Water and sanitation, municipal services and roads are administered by Band.

(ii) 1980/81 Expenditures:

Water and Sanitation	\$56,230
Municipal Services	\$24,775
Roads	\$46,269



(iii) Operational Detail

- Batchewana has converted to the Sault Ste. Marie sewer and water system (Band pays the cost of conversion and members pay for usage)
- Band has a fire agreement with the city
- Road maintenance is performed by Band staff under a cost sharing agreement with the Province
- Garbage collection is contracted out.

• Day Care:

- (i) Scope: Band administration of Day Care Program under direction of Day Care Board.

(ii) 1980/81 Day Care Budget

Revenue:

- D.I.A.N.D.	\$15,100
- Province of Ontario	56,086
- C.E.I.C.	153
- Child Day Care Fees	<u>39,147</u>
TOTAL	<u>\$109,672</u>

Expenditures:

- Salaries and Fringe Benefits	\$82,631
- Operations and Maintenance	<u>27,041</u>
	<u>\$109,672</u>
Excess of Revenue over Expenditures	<u>\$814</u>

(iii) Operational Detail:

- Day Care Centre staff:
  - . Program supervisor
  - . Assistant supervisor
  - . Four teachers
  - . Housekeeper



. Cook

- The Day Care Centre was constructed in 1976 and has a capacity for forty children
- Present enrollment is forty two:
  - Twenty Indian children (from Batchewana and Garden River)
  - Twenty two non Indian children from Sault Ste. Marie
- Monthly rates of \$85.00/month for Indian children and \$170.00/month for non Indian children are substantially below Sault Ste. Marie day care rates and the Band is considering a major fee increase.

● Medical Services:

- (i) Scope: Medical Services Branch nurse located in Sault Ste. Marie; Band has administered Community Health Representative program for three years.

(ii) 1980/81 C.H.R. Budget:

Revenue:

- C.E.I.C.	\$1,060
- National Health and Welfare	<u>12,003</u>
TOTAL	<u>\$13,063</u>

Expenditures:

- Wages and Benefits	\$8,238
- Travel	846
- O.H.I.P.	2,240
- Administration Charge	<u>1,739</u>
TOTAL	<u>\$13,063</u>



(iii) Operational Details:

- Scope of Community Health Representatives duties include:
  - Home visits
  - Care for the elderly
  - Pre-natal care
  - Preventative health education
- A major health survey will be undertaken by the Medical Services Branch nurse and the C.H.R.

• Special Constable Program:

(i) Scope: Joint administration by Band Council and Ontario Provincial Police.

(ii) Operational Detail:

- Chief Constable and two Special Constables are assigned to Batchewana and Garden River.

• Cultural Program

(i) Scope: Program administered by Cultural Committee of Council; full time Librarian and Cultural Co-ordinator.

(ii) 1980/81 Cultural Program Budget:

Revenue:

D.I.A.N.D.

\$11,006

Expenditures.

- Salaries	\$8,605
- Materials and Supplies	601
- Arts and Crafts Display	238
- Hall and Equipment	255



- Advertising and Promotion	169
- Administration and Building	
Rental Charges	<u>1,320</u>
TOTAL	<u>\$11,188</u>
Excess Expenditures over Revenue	<u>(\$182)</u>

(iii) Operational Detail:

- Cultural Committee is becoming very active in sponsoring craft classes and an arts and crafts exhibit
- Monthly newsletters are delivered, to each household, covering:
  - Cultural events
  - Band Council meeting decisions
  - Committee decisions etc.
- A history of the Batchewana Band was completed with the assistance of a cultural grant.

● Arena:

(i) Operational Detail:

- The Rankin ice arena was built in 1977 at a capital cost of approximately \$775,000. Funding sources included; a land claims settlement, community recreation grants and a Wintario grant.
- Arena staff includes:
  - Arena manager
  - Arena clerk
  - Two rink attendants
  - Two janitors (one part time)
  - Four part time canteen staff
- There is an accumulated deficit of approximately \$90,000 (there have been major costs associated with renovating the



artificial ice equipment)

- Other Bands which have constructed similarly sized arenas are experiencing large operating deficits. (The Province provides considerable capital assistance through Wintario but little, if any, contribution towards operating costs).



MUSKRAT DAM RESERVE  
(Sioux Lookout District)



MUSKRAT DAM RESERVE

(A) BACKGROUND INFORMATION:

- Membership:                      Approximately 100 on-reserve population
- Location:                        Muskrat Dam, Ontario
- Political Affiliations - Treaty #9  
   - Windago Tribal Chiefs
- History of Reserve - Approximately eighteen years ago two progressive families moved from the Bearskin Reserve to form the Muskrat Dam Community. Muskrat Dam was given formal Reserve status in April of 1976.
- Physical Facilities:
  - Band Administrative Complex
  - Band Hall
  - Band Warehouse
  - Two, one room schools and playground
  - Teacherage
  - Nursing Station
  - Band Radio Station
  - Arts and Crafts Production Centre
  - Band Sawmill
  - Road
  - Electricity, sewer and water system for schools and teacherage
  - Satellite Dish; one telephone in Band Office
  - Two community stores; one of which is owned by a non-member



● Program Service Summary:

(i) Education:

- Federal School system K - Grade IX

- Band management of:

.Teacher aide

.Cultural curriculum

.Maintenance

Band Council functions as School Committee

- Secondary and Post Secondary Education Programs administered by Nishnawabe Education Council at Sioux Lookout.

(ii) Social Services:

- Band administers Social Assistance Program.

(iii) Housing and Community Infrastructure.

- Administered by Band.

(iv) Economic Development:

- Band administers socio-economic development; Field Worker from Windigo Tribal Council reports to Band Council.

(v) Medical Services:

- Main National Health and Welfare nursing station is located at Round Lake; Muskrat Dam nursing station is staffed by a Community Health Representative, with regularly scheduled visits from M.S.B. nurse.

(vi) Recreation and Culture

- Administered by Band.



● 1980/81 Budgetary Summary<sup>(1)</sup>

Core and Administration	\$41,824
Education	15,899
Social Assistance	56,780
Recreation	10,296
Capital Program (D.I.A.N.D.)	81,273
L.E.A.P. - Sawmill	53,635
L.E.A.P. - Fur Farm Study	23,503
Sawmill	16,119
Katimavik Program	478
Forestry Survey	8,421
High School Student Program	3,333
Summer Youth Program	9,098
Clinic Cabin Repairs	341
Youth Corps	1,309
Social Assistance Savings	10,075
Windigo Women	283
Fuel Haul Contract	710
Trapping	5,182
Fisheries	258
Cultural Program	2,010
Tractor Rental	5,154
General Expenditures	<u>10,183</u>
TOTAL	<u><u>\$356,164</u></u>

Note<sup>(1)</sup> Financial statements do not provide a  
breakdown by source of funding.

(B) BAND COUNCIL SUMMARY:

- Size: Chief, Senior Councillor and  
Councillor
- Elections: Band has an Election Committee who

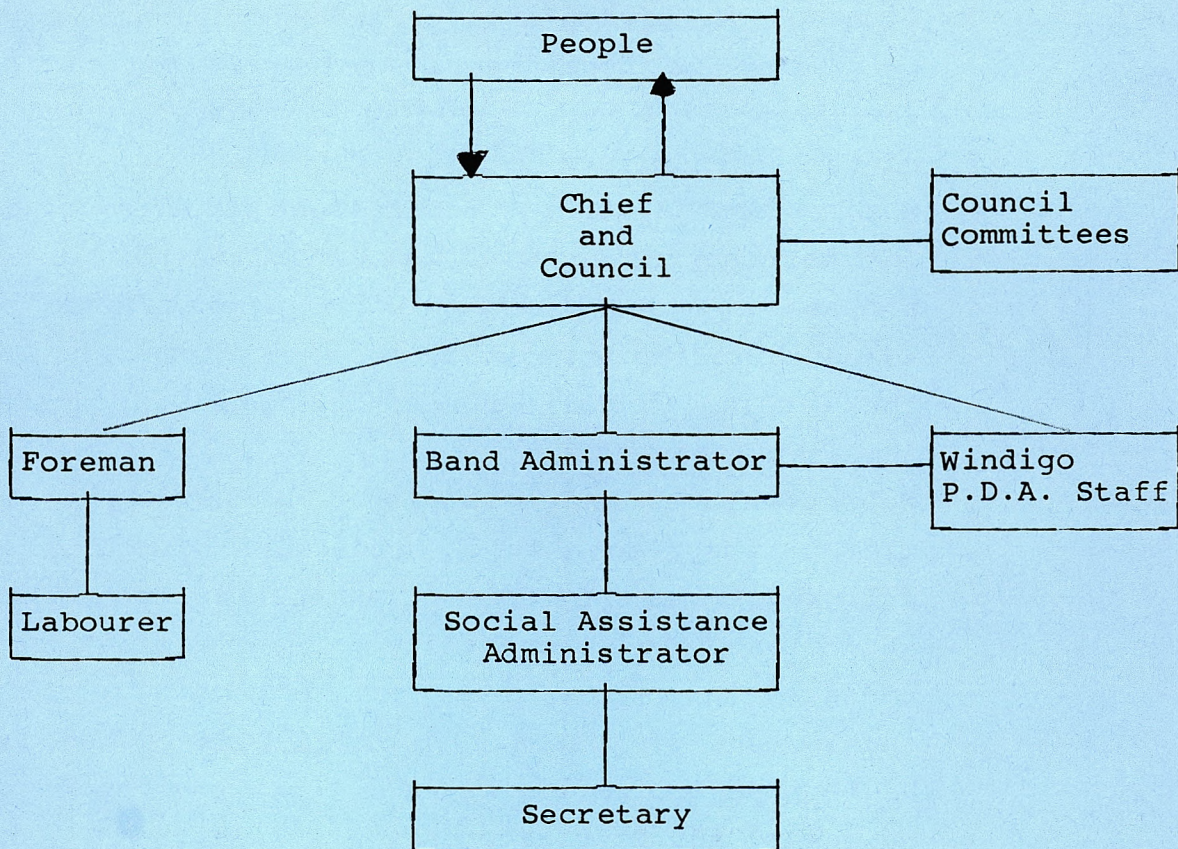


oversees the leadership selection process by Band custom; voter turnout is in excess of ninety per cent; the electoral term of the Chief and Council is two years.

- Participation: Community participation in the Council decision making process is very high. Band General Meetings are held every two months.
- New Members: A significant number of people from other reserves are applying for membership; Chief and Council interview all prospective new members for suitability.
- Windigo Area  
Tribal Council: Tribal Council is funded from District's Socio-Economic Budget ((1980/81 allocation approximately \$155,000); composed of six Reserves and two satellite communities in the Windigo area (New Osnaburg, Slate Falls, Cat Lake, Weagamow Lake, Muskrat Dam, Sachigo Lake, Ponask Lake and Bearskin Lake). These communities have an approximate population of 2,200 people and have agreed to work together to address common social, economic and political issues.



● Organization Structure:



● Chief and Council Interviews:

- Muskrat Dam has achieved certain things over the past eighteen years but a distinction must be made between advancing and progressing

Yes, the band has progressed in terms of:

Housing

Schools

Medical Services

But this does not represent advancement, i.e. there is a cultural penalty to be paid; in order for children to get schooling parents must remain close to the Reserve which in turn affects trapping etc.



- The Band has not achieved control. There is input into school curriculum, for example, but no major input into the Departmental policy-making processes. The Band will not have full control until they control the dollars.
- Muskrat Dam is working towards establishing the basis for self sufficiency. There is a need to proceed at a measured pace; it will take a generation to become adjusted to the work ethic
- The Windigo Tribal Council is seen as critical to attaining this goal
- Well developed and established leadership is essential to ensuring a fully productive community. i.e. full involvement by Community members in housing construction, sawmill operation, trapping, fishing, etc.
- Education is stressed as critical to the continued development of Muskrat Dam. The Band has one of the highest participation rates (11 students presently in Secondary and Post Secondary Programs). The Band can only progress as quickly as we develop competent people.
- Community involvement in the decision-making process is emphasized; Band Council participates on "open-line" talk shows through the local radio station to receive input on major community issues and inform members of Council decisions
- The Band is undertaking a Comprehensive Community Planning exercise with the aid of a Guelph university student; Band members will be fully involved in this exercise
- An Agricultural student has returned to Muskrat Dam for a second year to assist in developing a Community garden on an adjacent island
- The Katimavik Program was used to help construct a recreation area, adjacent to the school.



- Major Achievements:

- Sharply focused sense of community purpose and development objectives
- Strong community commitment and participation
- Movement towards creation of an economic base and self-sufficiency
- Well developed leadership.

- Major Issues.

- Funding adequacy; Core and Overhead formula do not take excessive remote location costs into account
- Budgetary approval process; as of the end of June the Band had not received any word on approved 1982/83 funding levels; results in high interest charges which are not reimbursed by the Department
- The Capital Funding allocation process is incomprehensible and no one from the District Office has been able to clearly explain how the process works
- Financial reporting requirements of the Department change every three to four months with little regard for the impact on Bands
- Closure of the Sioux Lookout district Office would generate more funds for the Bands. Muskrat Dam proposes dealing directly with regional office.

- Band Administration:

- Present Band Administrative Staff:

- Band Administrator
- Social Administrator/Band Clerk (part time)
- Secretary (part time)

- Administrative Stability: Band administrative staff are appointed by Chief and Council and generally turn over with the election of a new Council



● 1980/81 Core and Administration Funding

	<u>Revenue</u>		<u>Expend-</u>	<u>Surplus</u>
	<u>Core</u>	<u>Overhead</u>	<u>iture</u>	<u>(Deficit)</u>
Honoraria, Chief and Council	\$12,000		\$12,000	
Band Administrator's Salary	9,300		9,300	
Welfare Administrator's Salary	1,800		2,203	
Supplies and Stationery		\$ 300	1,967	
Heating		570	300	
Telephone		2,380	3,244	
Postage		100	85	
Bonding		100	-	
Audit	2,950		3,756	
Janitor		144	106	
Fringe Benefits	200		237	
Travel		6,154	8,626	
Administration		7,108	-	
TOTALS	<u>\$26,250</u>	<u>\$16,856</u>	<u>\$41,824</u>	<u>\$1,282</u>

Observations:

- (1) The planning, budgeting and control processes are not fully developed but:
  - Band remaining within authorized budget for the past two years
  - Audit Complement is generally satisfactory and notes an improvement in internal control procedures.
- (2) Present Council has strengthened financial control procedures and eliminated a significant deficit which existed prior to their election



(3) Employee benefits represent Band contribution towards U.I.C.

(D) PROGRAM AND BUDGETARY DETAIL:

• Education:

(i) Scope: Band Council functions as Education Committee; Grades K through IX under Federal System; Northern Nishnawabe Education Council administers Secondary and Post Secondary Education Programs.

(ii) 1980/81 Education Budget:  
(Accountable Contributions)

	<u>Revenue</u>	<u>Expend- itures</u>	<u>Surplus (Deficit)</u>
Teachers aide	\$14,238	\$12,992	
Substitute Teacher	450	675	
Principal's Relief	900	895	
School Committee	376	376	
Casual Labour	<u>1,200</u>	<u>961</u>	
TOTAL	<u>\$17,254</u>	<u>\$15,899</u>	<u>\$1,355</u>

(iii) Operational Detail:

- Present teaching complement is:

- Principal (teaching)
- Teacher\*
- Teacher's Aide

\*School has initiated a work sharing experiment for 1982/83 (three people sharing teaching duties of one position)

- School enrollments are increasing and there will soon be a requirement for additional classrooms



- Grade IX class is being given an extra year's preparation in order that they can perform well in the off reserve high school program
- Muskrat Dam Council is satisfied with the effectiveness of the Northern Nishnawabe Education Council; has a representative on its Board of Directors
- Next year there will be five Muskrat Dam members who are fully qualified teachers.

● Social Services:

(i) Scope: Part time Social Assistance Administrator.

(ii) 1980/81 Social Assistance Budget:

Revenue:

- D.I.A.N.D.	\$17,500
- Province of Ontario	<u>39,334</u>
	<u>\$56,834</u>

Expenditures:

- General Welfare Assistance	\$44,427
- Special Assistance	6,420
- Welfare Administrator's Salary	5,022
- Travel	727
- Bank Charges	<u>184</u>
	<u>\$56,780</u>

(iii) Operational Detail:

- Caseload statistics were not obtained.

● Economic Development:

(i) Scope: - Field Representative, funded through Windigo Tribal Council, reports directly to Band Council.



- Existing enterprises on reserve include:

.Sawmill: Developmental funding of approximately \$70,000 was obtained for L.E.A.P. in 1980/81. Band produces lumber for its housing program and is beginning to sell rough lumber to surrounding communities

.Trapping: A Muskrat Dam Trapping Committee has been formed and Band members follow an active trapping program during pre-Christmas period and in the Spring

.Fishing: M.N.R. has issued a 100,000 pound licence to Muskrat Dam but the quota has never been reached; a winter fish plant has been constructed at Weagamow Lake (approximately 40 miles from Muskrat Dam)

Service Industries:

- Two stores are operating at Muskrat Dam (one of which is outside owned)
- Coffee shop/restaurant has been closed
- Fuel contracting operation is run by a Band member

- Potential band enterprises include:

- . Arts and Crafts Production Centre - Space is presently being renovated for an Arts and Crafts Production Centre
- . Fur Farming - A L.E.A.P. grant of approximately \$30,000 was obtained to determine the feasibility of a fur farming operation within the community
- . Airline - a private airline has been approached to serve the residents of Muskrat Dam. The Band is scrutinizing the feasibility of an eventual takeover of the whole operation.

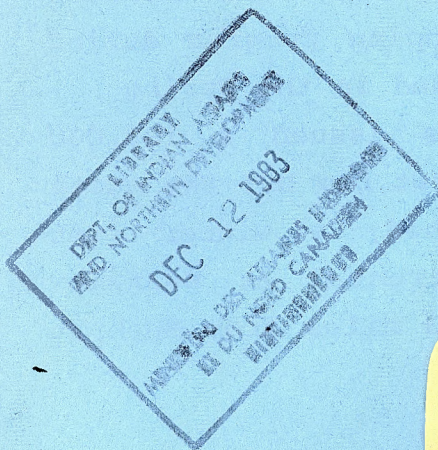


● Housing Program

(i) Scope: Band work force undertakes construction of new houses and renovations to existing housing stock.

(ii) Operational Detail:

- Muskrat Dam is planning to construct eight new homes, with its own work force, in 1982/83. Pace of new home construction is beyond existing requirements and will accommodate some of the new members joining the reserve.



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AUTHOR

Eliasson, Apostle and Associates  
Ltd.

TITLE

Evaluation assessment study of the  
band government activity ...

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JUL 21 1985

JAN 14 1988

DEC 23 1988

FEB 27 1990

DEC - 8 1993