



Indian and Northern
Affairs Canada

Affaires indiennes
et du Nord Canada

BAND GOVERNMENT ACTIVITY

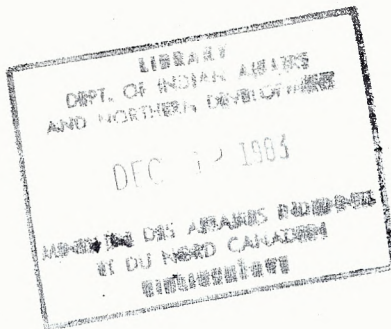
EVALUATION ASSESSMENT STUDY

EXECUTIVE SUMMARY

Prepared by
Eliasson, Apostle and Associates Ltd.

E92
E54
v.2
c.1

Canada



BAND GOVERNMENT ACTIVITY

EVALUATION ASSESSMENT STUDY

EXECUTIVE SUMMARY

Prepared by
Eliasson, Apostle and Associates Ltd.

JUNE 1983

BAND GOVERNMENT ACTIVITY
EVALUATION ASSESSMENT STUDY

• TABLE OF CONTENTS: (VOLUME II - EXECUTIVE SUMMARY)

	<u>Page</u>
I. Introduction	1
II. Historical Overview	2
III. Conduct of the Evaluation Study	3
IV. Findings	11
V. Prospective Lessons and Recommendations	23
VI. Management Action Plan	28

• VOLUME I **Evaluation Assessment Study of the
Band Government Activity**

APPENDIX "A" Characteristics of Effective Band Government

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

APPENDIX "C" Comprehensive Band Profiles
* (Wikwemikong and Sandy Lake Band Profiles
Are Not Available For General
Distribution)

BAND GOVERNMENT ACTIVITY
EVALUATION ASSESSMENT STUDY
EXECUTIVE SUMMARY

I. 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, 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 shaped the conduct of the 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 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?

II. HISTORICAL OVERVIEW

(A) PROGRAM/POLICY SUMMARY

- 1968 - Treasury Board approval was obtained to transfer funds to Bands for local government purposes.
- 1972 - Task Force was established to examine the Contributions to Bands Program.
- 1974 - Task Force supported expansion of the Contributions to Bands Program into the broader Indian Local Government Program (approved by Treasury Board in 1974).

The objective of the Indian Local Government Program was stated as:

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

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

- 1979 - Department approved a new policy direction of Indian Self Government.

(B) INITIAL EVALUATION WORK

- Band Government Evaluation Strategy:

- An Evaluation Strategy for the Band Government Activity was prepared under the direction of a Departmental Steering Committee during the period October, 1980 through January, 1981.
- Major constraints were identified including:
 - (i) lack of an established evaluation methodology for measuring the effectiveness of Band Government
 - (ii) tremendous diversity which exists between the 573 Bands in Canada
 - (iii) 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 A.D.M. Indian and Inuit Affairs, on February 5, 1981. The major decision taken was to undertake an Evaluation Assessment Study with a small number of Bands and District Offices to determine the feasibility for conducting a program evaluation on a national scale.

III. EVALUATION ASSESSMENT STUDY

- SCOPING THE STUDY: The task of scoping the Evaluation Assessment Study was essentially one of tackling a complex series of problems at hand, namely:
 1. The conceptualization of an evaluation framework and set of effectiveness measures for each of the major program components
 2. The identification of priority issues which senior management wanted addressed by the study.
 3. The design of a methodology which was sound, replicable and would produce reliable results.
 4. The identification of candidate Bands and the securing of their participation in the study.

1. EVALUATION FRAMEWORK

- Effective Band Government: The effectiveness of Band Government is much more than 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 the community members, and, the ability of the elected leaders to sustain and achieve these community interests through effective interactions 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
- well established and developed leadership
- strong communication and mediation techniques
- an ability to control the pace of development
- effectiveness in sustaining community priorities in negotiations with external organizations
- the extent to which community priorities have been achieved

- Community Based Planning: The term community based planning is commonly used to describe a wide variety of Band planning activities with considerable differences in scope and approach. In order to develop an evaluation framework for

the community planning component it was 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 that a comprehensive community based planning process could yield but were also aware of its high potential for raised expectations and failure. Our conceptual model produced a number of potential effectiveness measures including:

- the comprehensiveness of the planning scope
- the extent to which the Band controlled the planning process
- the extent of Community involvement in formulating and approving the plan
- integration into the Band decision-making process
- linkage between the Band and Departmental planning processes.

- 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 staff, establishing a high standard of management control and the ongoing appraisal of new programs which might be assumed by the Band.

A third dimension focused on the creation of 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.

- District Band Government Activity: We formulated the evaluation model for this component from two distinct but interrelated considerations. 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 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.

A 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.

2. 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:

- the feasibility of conducting an effectiveness evaluation of the Band Government Activity
- 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 District staff, Tribal Councils and other advisory groups.

- 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
 - identifying the criteria to determine the state of Band readiness to assume greater autonomy
 - lessons which might be drawn from those Bands who are moving towards full devolution
 - 'Core' and 'Overhead' funding to Indian Bands
- the state of the community based planning process at the Band level.

3. CONDUCT OF THE EVALUATION ASSESSMENT STUDY

The Director of Regional Operations, Ontario Region, arranged for the Study Team to meet with 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, size and the extent to which program services were being administered.

- Candidate Bands - The Candidate Bands who were recommended as meeting our selection criteria are identified on the following page.

CANDIDATE BANDS

CRITERIA	PETERBOROUGH DISTRICT		SUDBURY DISTRICT		SIOUX LOOKOUT DISTRICT	
	CURVE LAKE	HIAWATHA	BATCHEWANA	WIKWEMIKONG	SANDY LAKE	MUSKRAT DAM
. 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 3,247 Members	Approximately 1,500 on re- serve members	Approximately 100 on reserve 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 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 coun- cillors	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

- Methodology

Our methodology encompassed a two phased implementation plan, namely; the field testing of the evaluation framework and effectiveness measures at the Band and District Office levels and, the subsequent verification of the results of the field work by the participating Band Councils.

An initial presentation was made to each Band Council on the purpose, scope and detailed terms of reference of the Evaluation Assessment. We emphasized the following points during the 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 would be kept completely confidential until its accuracy was confirmed.

Following completion of the field work we produced a set of Band Profiles on each of the participating Bands which were sent to Band Councils for their review and comment (attached as Appendix "C" to the report). Two additional summaries were distributed to all Bands:

Appendix "A" - Characteristics of Effective Band Government

Appendix "B" - A Description of all Program Services Administered by Participating Bands

• FINDINGS

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

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 and procedures. A qualitative evaluation of these key variables was completed and is presented on pages 34 and 35 of the report. This of course represents a judgement rather than a quantifiably objective measurement. We are confident, however, that the evaluation framework 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 were flourishing in the more highly developed Bands of Curve Lake, Hiawatha and Muskrat Dam. It was very evident that the vibrancy of these community processes should be a major determinant in any judgement on the state of Band readiness for greater autonomy and our evaluation framework was not capturing this critical dynamic.

In 1979, a Report entitled "Socio Economic Impact Model for Northern Development" was prepared for the Department 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.

These 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, a review of the History of Curve Lake and Anastasia 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 reconciled to the historical context of the political, social and economic processes of Indian Bands. Schedule "A" on pages 40 through 45 of the report provide a comparison of the traditional cultural criteria against the proposed evaluation framework.

The 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 community processes should form

the basis for determining the state of Band readiness for greater self-government

- (iii) that the set of effectiveness measures which have been formulated for the community vibrancy and economic viability models appear to provide a solid conceptual footing but have not been field tested.
- (iv) that the role of Chief and Council and the expectations that Band members have of them has been significantly altered by the increased political and program responsibilities at the local level.

We believe that it is feasible to conduct an effectiveness evaluation of the Band Government Activity on a much larger scale. It is clear that any further evaluation methodology, aimed at testing the state of Band readiness for greater self-government would have to incorporate the collection of objective data on key social and economic community variables and more extensive interviews with a wider range of Band members.

(B) RETROSPECTIVE EVALUATION FINDINGS OF THE EFFECTIVENESS OF THE INDIAN LOCAL GOVERNMENT PROGRAM

A priority issue of senior management was the conduct of an effectiveness evaluation of the Indian Local Government Program on the basis of our work with six Bands and three District Offices in the Ontario Region. Because of this limited sample size our findings are not necessarily representative of the national Band Government Activity. We have organized our findings around two main headings:

- Band Government Development; and

- the Effectiveness of District Advice and Support

- Band Government Development

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

- The "Transfer to Bands" policy can be largely characterized as follows:

- (a) Band Councils function as administrative extensions of the Department

- (b) the policy represents a delegation of responsibility to Band Council and not a transfer of control to the Indian community

- (c) 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 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 Bands have now assumed administrative responsibility for the complete range of program services and have aggressively pursued a wide diver-

sity of funding sources (see Appendix "B" to the report).

- Bands are, according to their capacities, 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 leadership
- clearly understood and well supported community goals
- extensive involvement and participation of community members in the decision-making process
- effective mediation of varying Band interests
- accessibility of Chief and Council to members of the community
- perceived sense of openness and equity in the Band Council decision-making process
- accomplishment of community priorities
- Band control over the pace of development

(3) Community Planning

Curve Lake and Hiawatha, with the extensive support of the Peterborough District staff have established a highly effective planning process with an impressively high rate of community involvement in identifying Band priorities, over a five year period, in the areas of:

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

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 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.

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 an explicit set of community 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 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 to 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 activities.
- Effective policy direction to Band staff
- Separation of the political and administrative functions to provide a basis for staff accountability to Council
- Emphasized importance of the continuity and stability of Band staff during turnovers of Band Council

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.

● EFFECTIVENESS OF DISTRICT ADVICE AND SUPPORT

The scope of our 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.

Pages 59 and 60 of the report provide a qualitative evaluation of these key variables for the Peterborough, Sudbury and Sioux Lookout District Offices.

Two important findings emanating from this portion of the Study were:

- Timeliness and Adequacy of the Resource Allocation Process
- Impressive Performance of the Peterborough District Office
- 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 programs and incurred heavy interest charges 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 are continually being changed with little regard for the impact on Bands

- Peterborough District Office

The Peterborough District Manager and Band Government staff have laid the groundwork for a well established management framework and sharply focused development 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.

● **TRIBAL COUNCIL ADVICE AND SUPPORT**

The terms of reference of the Evaluation Assessment Study called for an appraisal of the effectiveness of advice and support, provided to Bands, by the Tribal Councils in the Peterborough, Sudbury and Sioux Lookout Districts. We 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 Council (pages 64 through 66 of the report).

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.

V. 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 in existing program practices. The major findings and recommendations of this study are:

1. 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 framework developed by this Study provides a solid basis for measuring the functional competency of a community's political, social and economic processes and for formulating steps to strengthen underdeveloped areas of these community processes.
- Our initial evaluation model failed to capture the critical community dynamics of social vitality and economic viability. It is recommended that the redesigned framework be tested in at least two additional Regions. The detailed steps, timing and cost supporting this recommendation are laid out in the Management Action Plan of this Executive Summary.
- We believe that the Study findings taken together with other 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 understanding of the critical success factors underpinning effective economic development at the Band level.

We recommend that the Department 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 designed and implemented by the Peterborough District staff, be examined for its prospective application, by the Department.

IV 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.

V 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.

- . We recommend that the series of initiatives which have been taken by the Peterborough District be reviewed for possible implementation in other District Offices.

VI 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.

VII 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.

VIII 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 restricted 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.

VI. MANAGEMENT ACTION PLAN

(A) INTRODUCTION:

The purpose of this final section of the Executive Summary is to spell out concrete evaluation options which are available to senior management and to formulate a firm set of final recommendations as to where the Evaluation Assessment Study should proceed from here.

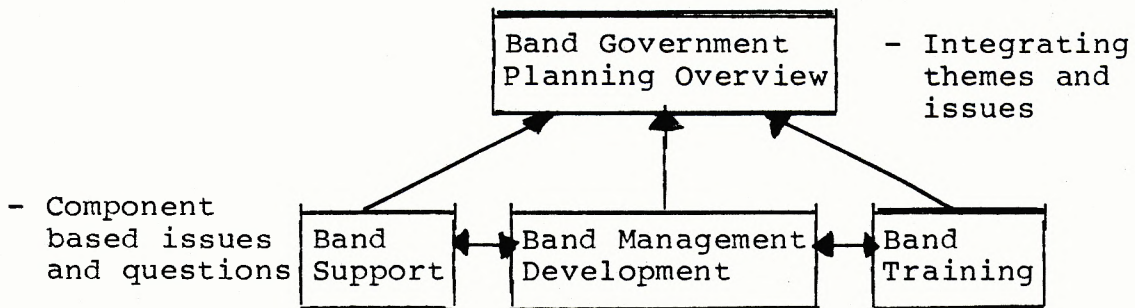
(B) EVALUATION OPTIONS:

From the vantage point of the Evaluation Assessment Study Team there are two major options which could be pursued within the overall Band Government Planning Element;

OPTION I: SEQUENTIAL CONDUCT OF SPECIFIC PROGRAM COMPONENT EVALUATIONS WITHIN THE OVERALL BAND GOVERNMENT PLANNING ELEMENT;

● DESCRIPTION:

- The new Band Government Planning Element is comprised of three Program Components, namely;



- Much of the detailed groundwork for conducting a national evaluation of these Program Components, i.e. an evaluation framework, effectiveness measures, recommended methodology, has now been laid by this Evaluation Assessment and the Band Training Study.
- A series of integrating themes, for the broader Band Government Planning Element would be vetted with senior management as well as the specific Component based priority issues and questions
- Completed Program Component Evaluation Reports would eventually feed into a comprehensive report on the overall Band Government Planning Element

● ADVANTAGES AND DISADVANTAGES:

ADVANTAGES

- Sufficient "front-end" development and testing has been done on the evaluation models, effectiveness measures and methodology to guide the sequential completion of national evaluations of each of the Band Government Program Components.
- The proposal is less expensive than Option II and will yield more immediate results.

DISADVANTAGES

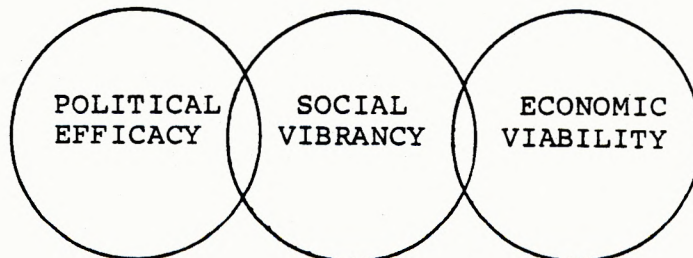
- The deeper strategic questions on the

state of Band "readiness" for greater self-government, developmental lessons etc. will not be addressed by this option since it excludes the inextricable linkage which exists between the political, social and economic processes of a community.

OPTION II: FURTHER TESTING OF THE COMPREHENSIVE BAND GOVERNMENT EVALUATION MODEL IN TWO OTHER REGIONS;

● DESCRIPTION

- The Study Team is confident that the proposed evaluation methodology developed in the report provides the basis for measuring the functional competency of a community's political, social and economic processes, i.e.;



It must be emphasized however that the evaluation models for the social and economic community processes have not been field tested. Further, the Ontario Region operates within a Regional Office/District Office hierarchical structure whereas the Quebec and Manitoba Regions are predominantly providing their program services from Regional Headquarters. We feel that the evaluation model should be further tested in a

more centralized Region, i.e. either Quebec or Manitoba, and, in British Columbia where the role of Tribal Councils is much more highly developed.

ADVANTAGES AND DISADVANTAGES

ADVANTAGES

- A further testing of the comprehensive evaluation model offers a much greater potential for contributing towards a deeper strategic understanding of Band government development and the detailed planning of new policy and program directions.

DISADVANTAGES

- The comprehensive evaluation is much more complex, costly (approximately \$10,000/Band) and time consuming.

(C) RECOMMENDATIONS:

It is recommended that Option II be further tested in two Regions (British Columbia and Manitoba) with an additional ten to twelve Bands at an estimated cost of between \$100,000 and \$120,000.