

Popular Education Program

Evaluation Methodology

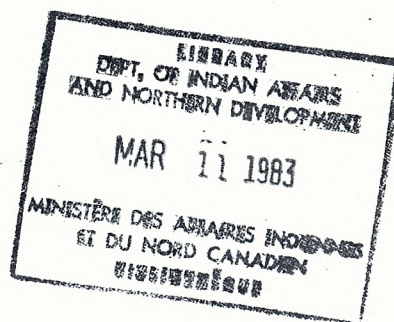
Prepared For the Department of Indian and Northern Affairs
by Development Planning Associates Limited, July 1978.



Popular Education Program

Evaluation Methodology

Prepared For the Department of Indian and Northern Affairs
by Development Planning Associates Limited, July 1978.



POPULAR EDUCATION PROGRAM

EVALUATION METHODOLOGY

Prepared for:

Department of Indian
and Northern Affairs

Prepared by:

Development Planning
Associates Limited

July, 1978

1355 Barrington Street
Halifax, Nova Scotia
Canada
B3J 1Y9

902 422-9354

July 18, 1978

Mr. Peter Filliphoff
Senior Project Officer
Policy Research and Evaluation Group
Department of Indian and Northern Affairs
Centennial Building, Rm. 204
400 Laurier Avenue, West
Ottawa, Ontario

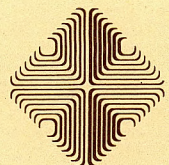
Dear Mr. Filliphoff:

Enclosed please find ten (10) copies of an evaluation methodology for the Popular Education Program presently underway on Micmac reserves in Nova Scotia.

This report is a revised version of the earlier draft evaluation methodology submitted by DPAL, and incorporates comments articulated by representatives of the Department of Indian and Northern Affairs and members of the Popular Education Program, at a meeting held in Halifax on July 5, 1978.

The major changes resulting from that meeting and incorporated into the final report are as follows:

- . an additional line to the overall goal of the Popular Education Program so that it reads "To initiate and maintain an analysis of the social and economic conditions of the Nova Scotia Micmac society by persons within the society, and to affect the process of change."
- . inclusion of a third inferred process objective; "To carry out the program and product objectives in a manner consistent with the principles of Popular Education."
- . a 6th section was added which provides three alternative time frames for the evaluation, broken down by activity and person-days, as well as by estimated costs.
- . a further data collection instrument in the form of a Time Sheet was included to allow for analysis of the break-down of Work Team members' time.



Mr. Peter Filliphoff - 2 - July 18, 1978

- . references to the Department of Indian and Inuit Affairs have been corrected to read Department of Indian and Northern Affairs.
- . references to the Popular Indian Education Program have been corrected to read Popular Education Program.
- . references to the Popular Education process being "invisible" have been changed to read "low profile".

We hope that the enclosed is found to be satisfactory, and look forward to meeting with you and your representatives in the near future.

Yours sincerely,

DEVELOPMENT PLANNING ASSOCIATES LIMITED

Anne Martell

Anne Martell

kaf

TABLE OF CONTENTS

	<u>Page No.</u>
EXECUTIVE SUMMARY	i
1. BACKGROUND	1
2. PURPOSE AND SCOPE	2
3. THE POPULAR EDUCATION PROGRAM	2
3.1 Overview of Program	2
3.2 Approach to Evaluation Design	5
3.3 Popular Education Program Objectives	7
3.3.1 Overall Goal	7
3.3.2 Program Objectives	9
3.3.3 Process Objectives	9
3.3.4 Product Objectives	10
3.4 Evaluation Issues Arising From Objectives	11
3.5 Evaluation Issues Arising From Consultations	12
4. EVALUATION METHODOLOGY	14
4.1 Criteria for Selection of Evaluation Methodology	14
4.2 Alternatives	14
4.2.1 Frequency of Monitoring Program	15
4.2.2 Frequency of Feedback of Information	17
4.3 Recommended Method	18
4.3.1 Parties Involved in the Popular Education Program	19

4.3.2	Focus of Evaluators	21
4.4	Criteria for Selection of Evaluators	24
4.5	Steps for Implementing the Evaluation	25
5.	EVALUATION INSTRUMENTS	26
5.1	Activity Form	26
5.2	Meeting Form	27
5.3	Work Team Diary and Staff Report	28
5.4	Structured Interviews	28
5.5	Time Sheets	30
6.	TIME BREAKDOWN/ESTIMATED COSTS FOR THREE EVALUATION ALTERNATIVES	31
7.	PROJECT TEAM	35

APPENDICES

EXECUTIVE SUMMARY TO DRAFT

DPAL has been commissioned by the Department of Indian and Northern Affairs to develop a methodology to be used in the evaluation of the Popular Education Program. In June 1978, DPAL prepared a draft evaluation methodology and presented it to representatives of the Department of Indian Affairs, the Union of Nova Scotia Indians and the members of the Popular Education Program for their comments and criticisms. This final report is the outcome of that process.

Popular Education is a method through which groups come to understand the causes for the environment in which they live. It calls for an ongoing analysis of the socio-economic conditions by people living in those conditions. Assistance is provided through specially trained workers. An essential principle of Popular Education is that the learning is to come from the group's own efforts. It is not a classroom situation with teachers and students separated in clearly defined roles. Instead, a situation emerges where the workers and groups take on the role of teacher and student simultaneously. The curriculum becomes the information derived from the activities worked on by the total group.

It is important to state at the outset that an evaluation of the Popular Education Program will not be an easy task. The concept and underlying principles of Popular Education are abstract and consequently will pose certain difficulties to the evaluators. One difficulty the evaluators will face concerns time. The program has only been allotted a two-year demonstration period. Popular Education is a gradual process and may well require more than two years before any real impact can be felt or measured. In fact, the Program workers have already lost much time through difficulties encountered in gaining entrance to the reserves just to introduce the Program to the Band Chiefs and Council members. A second difficulty which the evaluators must be aware of concerns the Popular Education approach to community development. The method of work called for under Popular Education is low profile by nature; that is, while Work Teams are present to assist and facilitate, the growth of awareness is to come from the group's own efforts.

The evaluator cannot relate the successes or failures of the program directly to the efforts of the Work Team. A third area of difficulty which evaluators may face will be in establishing a level of trust between the community and themselves. Native peoples have been, and continue to be, subject to countless surveys and studies carried out by non-Indians which have served little or no apparent purpose. Accordingly, it is not unrealistic to suspect that Program participants may be somewhat reluctant to speak to non-Indian evaluators. It is for this reason we are suggesting that two Indians who can guarantee a two-year commitment, are respected members of the reserves, and are acceptable to both the reserve population and Department of Indian Affairs, be retained as the principal investigators of the evaluation team. They would become "the ears and mouth" for the community. Their findings could be supported by technical skills provided by a consulting firm.

The methodology contained in this report addresses itself to an evaluation of both the process and the outcomes of the Program. The process refers to the manner in which the Program is carried out; outcomes refer to the end results of the Program. The first step in evaluation is identifying the Program objectives. From interviews held with key Program participants and from an examination of relevant background documents, we have drawn up a set of objectives against which the Program can be measured. A number of these objectives can be described as outcome objectives; for example, the development of the community profile, increased contact between groups, and can be measured at the end of the two-year period. Others refer to the process itself and call for an ongoing evaluation throughout the demonstration period. Specific areas which we have identified as essential to the process are as follows:

- selection, training, and changing of staff;
- entrance and selection of reserves for inclusion in the Program;
- selection of Program activities; and
- progress made on activities.

The approach suggested in this report for carrying out an evaluation of the Popular Education Program is made up of the following characteristics.

1. In order to measure both the process and outcomes of the Program, the evaluation would occur throughout the two-year demonstration period. The evaluation would take the form of periodic reports compiled from data collected both by the evaluation team and work team members.
2. All information would become available but it is recommended that in order not to interfere with the process during the two-year demonstration period it not be released until the completion of the program. The reason for confidentiality of information is to ensure that the program evolve in as natural a manner as possible. If the progress reports compiled by the evaluators and data collected by the workers were open to all parties throughout the demonstration period, there would be a very real danger that the Program would be disrupted. Popular Education as an approach to community development is untried within the reserve context; in order to determine the usefulness of Popular Education, a process is required which allows the Program workers to make mistakes, recognize them and correct them without any interference from outside influences.
3. At the end of the two-year demonstration period, a final report would be drawn up and released to all parties involved in the Program.

4. Information collected by Work Team members and the Program Coordinator would be of two distinct types. Some of the information collected would be of an administrative nature and would be included in the six monthly reports called for in the agreement signed between the Union of Nova Scotia Indians and Department of Indian Affairs. This information would be strictly factual in nature. Additional information would be of a confidential nature and should not be included in the six monthly reports. This would include information such as perceptions on the growth of awareness occurring among the reserve populations.

We have identified the interest groups involved in the Program to be:

- reserve populations, Band Chiefs and Councils
- Union of Nova Scotia Indians
- Work Teams and Coordinator
- Liaison Committee (body to which both the Program Coordinator and evaluators report)
- Department of Indian and Northern Affairs.

Throughout the two-year period the evaluators will have contact with each of these groups at specified intervals. Contact would be in the form of:

- structured interviews with all groups
- observations of Work Teams' relationship with reserve population
- observations of activities being worked on by Work Teams and reserve groups
- examination of the several forms it is suggested be kept by Program Coordinator and Work Teams.

The final section of the report contains three alternative time-frames for the evaluation with their estimated costs.

1. BACKGROUND

The Popular Education Program is a two-year demonstration project operating under a joint agreement between the Department of Indian and Northern Affairs and the Union of Nova Scotia Indians. The evaluation of the Program will be used in determining the nature of its extension in the future.

The Popular Education Project was born out of an earlier community development agreement begun in March, 1970. In late 1974, the Minister of Indian Affairs gave notice to the Union of Nova Scotia Indians that the agreement would come to an end in March, 1975. One of the major reasons for terminating the agreement lay in the lack of theory underpinning the community development program. While the thrust of the program had been "for community development workers to 'motivate' Band members to come together to improve various aspects of their community and then to phase out once the community involvement was underway," there was no apparent theory or set of principles to which the community workers could refer. Long-term goals were generally not clearly articulated, nor were lines of decision-making and authority clearly demarcated. One inevitable result of this lack of structure and theory was the occurrence of power struggles between the community development workers on one hand and the Chiefs and Councils on the other.

In August, 1975, the Union of Nova Scotia Indians, together with two members of the Department of Indian Affairs, established a Task Force to investigate a new approach to community development. The Task Force commissioned Development Education Resource Services to assist in this task. DERS and Task Force representatives attended a series of meetings held on ten of the twelve Micmac reserves to discuss both the former community development program and the structure and context for a new program in relation to the problems facing the reserves. Chiefs, members of the reserve Councils and other Band employees all provided input. From these discussions came the Popular Education Proposal that was submitted to the Department of Indian Affairs for project funding. The project was accepted

on an experimental basis and an agreement signed between the Department of Indian and Northern Affairs and the Union of Nova Scotia Indians on November 1, 1977. A copy of the agreement is included as Appendix A of this report.

2. PURPOSE AND SCOPE

Development Planning Associates Limited was retained by the Department of Indian and Northern Affairs to develop a methodology framework to be used in the evaluation of the Popular Education Program. The evaluation has two purposes:

- To measure the success of the Nova Scotia Popular Education Program; and
- To determine the usefulness of the Popular Education Program as a method of community action in the reserve communities.

3. THE POPULAR EDUCATION PROGRAM

3.1 Overview of Program

The Popular Education Program is based on the premise that there is a need for coordinated community action to promote the socio-economic betterment of Indian communities in Nova Scotia. The Program defines the problems facing the reserves as those of underdevelopment. Underdevelopment on the reserves is evidenced by:

- A reserve unemployment rate as high as 95 percent;
- The high drop-out rate of students from school;
- The weakening and loss of the Micmac language and culture;
- The isolation, both among individuals on reserves and between reserves; and
- The increasing decline in the already meager natural resources found on reserves.

The approach taken by the Program to deal with this underdevelopment is through 'Popular Education.' That is, through an ongoing analysis and perception of the social and economic conditions of the reserves by members of the reserves. One of the principles of the Popular Education concept is that only after people have an objective understanding of the historical process which has led to the existence of their social and economic conditions can action be taken on specific problems. The key to the Popular Education approach, then, is to create the conditions for the resolution of the problems.

A very important aspect of the Popular Education Program is that the process by which the education occurs is low profile.

The growth of awareness among the reserve population is to occur gradually and to come about through members of the reserve population themselves, assisted by members of the Work Team, working on various activities. An essential principle of Popular Education is that the Work Team members not take on a high profile among the reserve population. They are to facilitate, not to initiate or lead. The aim is for the total affected population to come to an understanding, much through their own efforts, of the 'why's' for the underdevelopment facing the reserves.

The overall aim of Popular Education is for groups with similar interests to come to understand the process which has led to their particular environment. The awareness comes through the group carrying out an ongoing analysis of the socio-economic conditions in which they live.

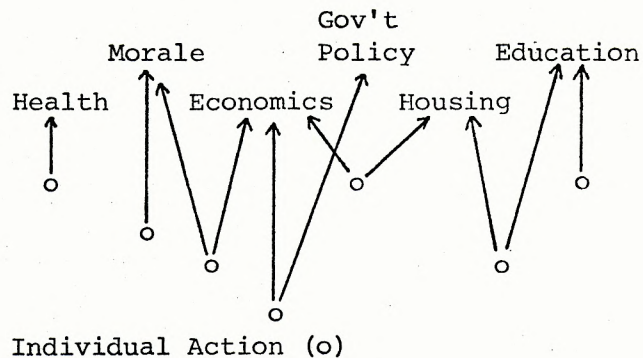
In order to better clarify the Popular Education Program we have developed two models of community development; the present situation and that applied through Popular Education. They are illustrated in Exhibit 1.

The left diagram in Exhibit 1 illustrates the perceived traditional approach to community development. In this model, there are areas which are recognized as problems by individual community members or groups. Isolated attempts are made to eradicate each problem. Energies are expended over varying lengths of time with varying degrees of success. There is, however, little attempt to relate the various problems to one another or to analyze the causes for the problems. While some amelioration may occur in one selected problem area, in fact, little occurs to change the conditions which have given rise to the problems.

EXHIBIT 1: COMPARISON OF COMMUNITY DEVELOPMENT MODELS

PRESENT SITUATION

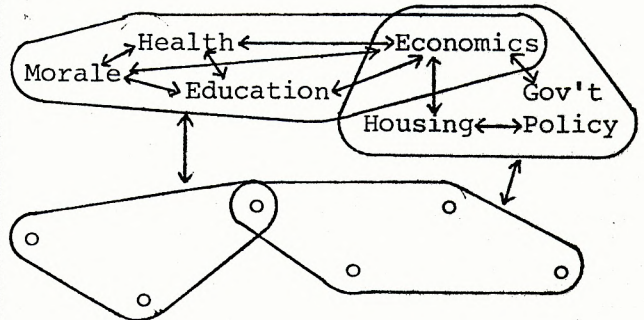
Individual Problems Now:



o = individual(s) or group(s)

POPULAR EDUCATION APPROACH

Historical Context of Problems:



Joint Action on Interrelated Problems by Community

o o = groups working together

The right diagram in Exhibit 1 illustrates the intent of Popular Education in community development. While the same areas are identified as problems, the approach taken to impact the problems changes. All individuals adversely affected by the problems come to understand the causes of the problem. They come to understand the historical process which has shaped the socio-economic environment in which they find themselves. With this knowledge, they have gained the first step towards obtaining a measure of control over their situation. Their approach to each of the individual problems is directly related to their understanding of the cause of the problems and, further, of the relationship among the problems. Once this understanding is obtained, action that focuses on the roots and not just the manifestations of the problems can be taken on the individual areas.

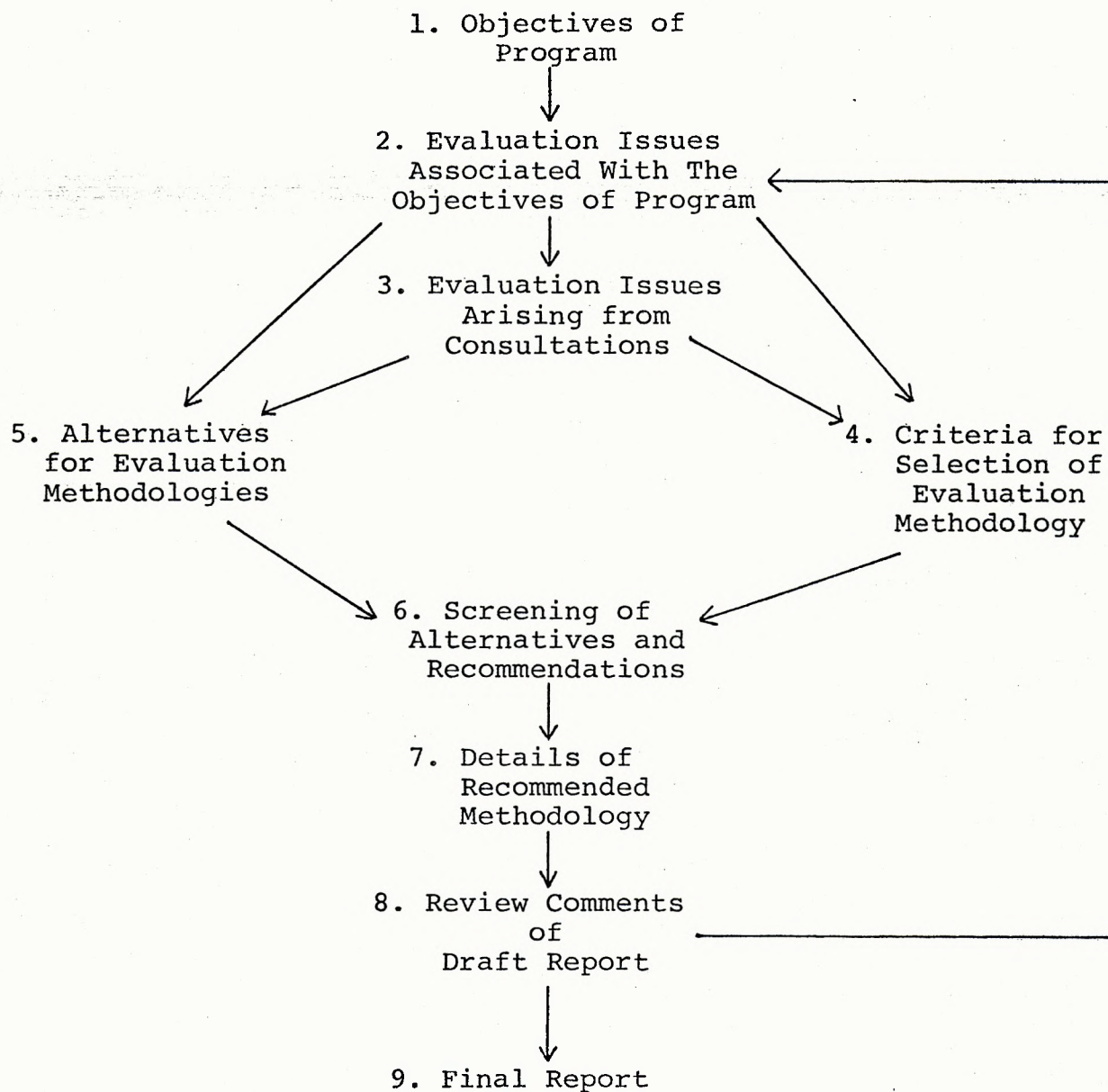
3.2 Approach to Evaluation Design

Exhibit 2 illustrates the basic approach taken in this study to arrive at a recommended evaluation methodology.

The approach consisted of the following major steps:

1. The objectives of the program were identified from a variety of source documents, individuals and groups.
2. Using the program objectives, a number of methodological issues raised by the objectives were identified.
3. Based upon meetings and discussions with the work team members and the Union, other methodological issues associated with the evaluation were identified.
4. On the basis of the methodological issues identified, screening criteria were developed for the selection of the evaluation methodology.
5. A set of alternative evaluation methods were identified for consideration.
6. Using the screening criteria, a recommended evaluation method was selected from the alternatives.
7. A description of the steps required, information instruments and the attributes of the evaluator(s) were developed in detail.
8. A draft report outlining the recommended evaluation method was circulated to the Department of Indian and Northern Affairs, the Union of Nova Scotia Indians and the program work team for comment.
9. A final report outlining the recommended evaluation method was produced, based on the review comments received.

EXHIBIT 2: APPROACH TO EVALUATION DESIGN



3.3 Popular Education Program Objectives

To assist in drawing up an evaluation methodology, Development Planning Associates Limited has drawn up a tentative set of operational objectives from the following sources:

- interviews held with the Program Coordinator and representatives from the Department of Indian and Northern Affairs and Task Force
- the Popular Education proposal drawn up by the Task Force
- the Program Agreement signed between the Department of Indian and Northern Affairs and the Union of Nova Scotia Indians.

The term "evaluation" implies that conclusions will be drawn to determine whether or not the Popular Education Program should be continued. Developing a clear definition of the objectives of the program is a necessary first step in the evaluation process. Based on the objectives, a number of key issues and criteria of success can be developed which, in turn, suggest a framework and direction for the evaluation.

Exhibit 3 sets out the program objectives under four headings:

- Overall Goal
- Program Objectives
- Process Objectives
- Product Objectives

Each of these headings are discussed in greater detail in the following pages.

3.3.1 Overall Goal

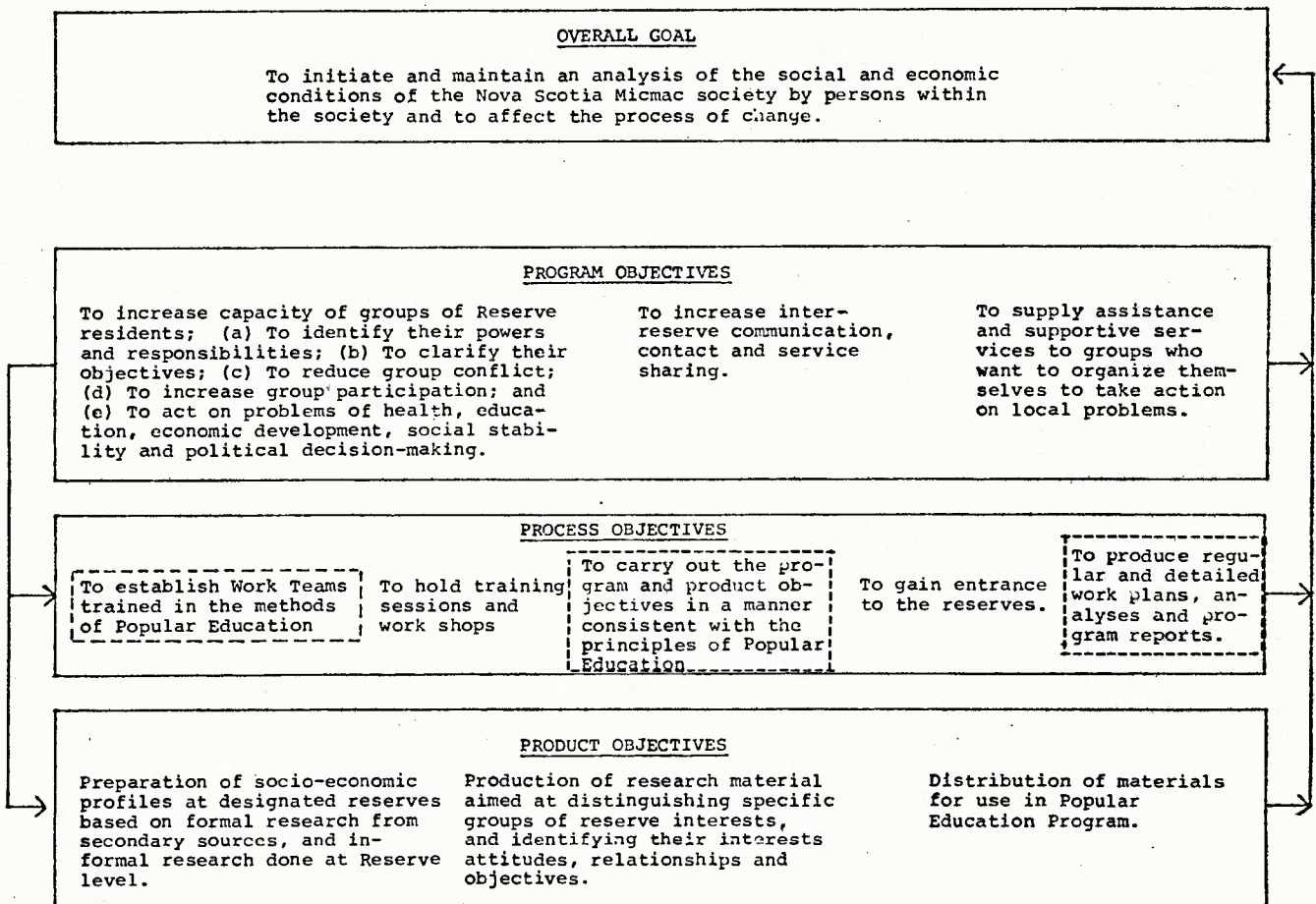
The proposal for the Popular Education Program drawn up by the Task Force articulates the following principle to be the basis of the Program:

- "To initiate and maintain an analysis of the social and economic conditions of the Nova Scotia Micmac Society by persons within that society and to affect the process of change."

EXHIBIT 1

OBJECTIVES OF POPULAR INDIAN EDUCATION PROGRAM

(Derived from Agreement between the Association of Nova Scotia Indians
and the Department of Indian and Northern Affairs)



In drawing up a set of objectives we have taken this principle to be the overall goal of the program. By itself, the principle is not operational; that is, it does not include specific criteria which can be used for evaluating its relative success or failure. Such criteria are, however, included in the agreement signed between the Department of Indian and Northern Affairs and the Union of Nova Scotia Indians. It is by carrying out the criteria found in the Program Objectives, Process Objectives and Program Outcomes that the overall goal of the program can be met.

3.3.2 Program Objectives

The three program objectives quoted from the Agreement are as follows:

- "To increase capacity of groups of Reserve residents;
(a) To identify their powers and responsibilities;
(b) To clarify their objectives; (c) To reduce group conflict; (d) to increase group participation; and
(e) To act on problems of health, education, economic development, social stability and political decision-making."
- "To increase inter-reserve communication, contact and service sharing."
- "To supply assistance and supportive services to groups who want to organize themselves to take action on local problems."

Each of these objectives can be measured and analyzed through the use of the data collection instruments described in Section 5 of this report.

3.3.3 Process Objectives

Basic to the success of any program is the process, or manner in which that program is carried out. In the context of the Popular Education Program the process would include such factors as the selection, training and changing of the workers responsible for carrying out the Program, the manner in which reserves were approached and agreed to become participants in the Program, as well as a regular monitoring of the Program's

various activities. Explicit in the Agreement signed between the Department of Indian and Northern Affairs and the Union of Nova Scotia Indians are two Process Objectives. They are:

- "To hold training sessions and work shops."
- "To produce regular and detailed work plans, analysis and program reports."

These two objectives, in turn, infer the existence of two additional objectives necessary to the process:

- To establish Work Teams trained in the methods of Popular Education.
- To gain entrance to the reserves.

A fifth objective identified as essential to the process is as follows:

- To carry out the program and product objectives in a manner consistent with the principles of Popular Education.

These latter objectives are depicted in Exhibit 3 with dotted lines to show that they are inferred rather than actual objectives of the Program as found in the Agreement.

3.3.4 Product Objectives

From the Agreement, we have identified three major objectives which we have classified as product objectives. They are:

- "Preparation of socio-economic profiles at designated reserves based on formal research from secondary sources, and informal research done at Reserve level."
- "Production of research material aimed at distinguishing specific groups of reserve interests, and identifying their interests, attitudes, relationships and objectives."
- Distribution of materials for use in Popular Education Program.

Each of these outcomes can be clearly identified, measured and evaluated. The set of objectives discussed above will provide the context for evaluating the success of the Popular Education Project on reserves in Nova Scotia.

3.4 Evaluation Issues Arising From Objectives

From the preceeding sections on the objectives of the Popular Education Program it is apparent that a proper evaluation of the program will be a complex task. The special issues associated with the evaluation of this program are the following:

i) The evaluation calls for evaluating the process as well as the program outcomes. Measuring specific outcomes of specific projects is largely a quantitative exercise for which numerous methodologies have been developed, tried and tested. Measuring the process, however, will present special difficulties that cannot be resolved by simply assessing the outcomes at the end of the program.

ii) One of the underlying principles of the Popular Education approach to community development is that the process utilized to bring about specific outcomes have a low profile; that is, within the context of the Popular Education Program, while the individual workers are invited by reserves to assist in various activities, their presence is not to be construed as "people with all the answers." Rather, the aim of the Work Team is to "facilitate" a growing understanding of reserve groups of their reality. If the program implementors are successful in achieving this objective they will, by definition, make it difficult for the evaluator to perceive their contribution to the program's success.

iii) Given that it is the program's objective to bring about change in an invisible way care must be taken to ensure that the evaluation process itself not interfere with the low profile of the community workers.

iv) In order to not interfere with the Popular Education Program and at the same time ensure that an objective evaluation is carried out the evaluators must have direct access to the reserve communities; the evaluators must also be able to observe the process employed in delivering the program.

3.5 Evaluation Issues Arising from Consultations

DPAL, recognizing the importance of the evaluation as well as the difficulties which it will inevitably entail, believed that input from the Program participants would be useful in determining an appropriate framework for the evaluation methodology.

Accordingly, a number of meetings were held between DPAL representatives and several Program participants to discuss the Program, progress to date and ideas on evaluation methodology. In addition, a DPAL representative attended a meeting at which the Work Team members introduced the Program to a reserve for the first time. A separate meeting was held between a DPAL representative and the Work Team members. Brief summaries of these meetings are summarized in Appendix B of this report.

The meetings have assisted to ensure that:

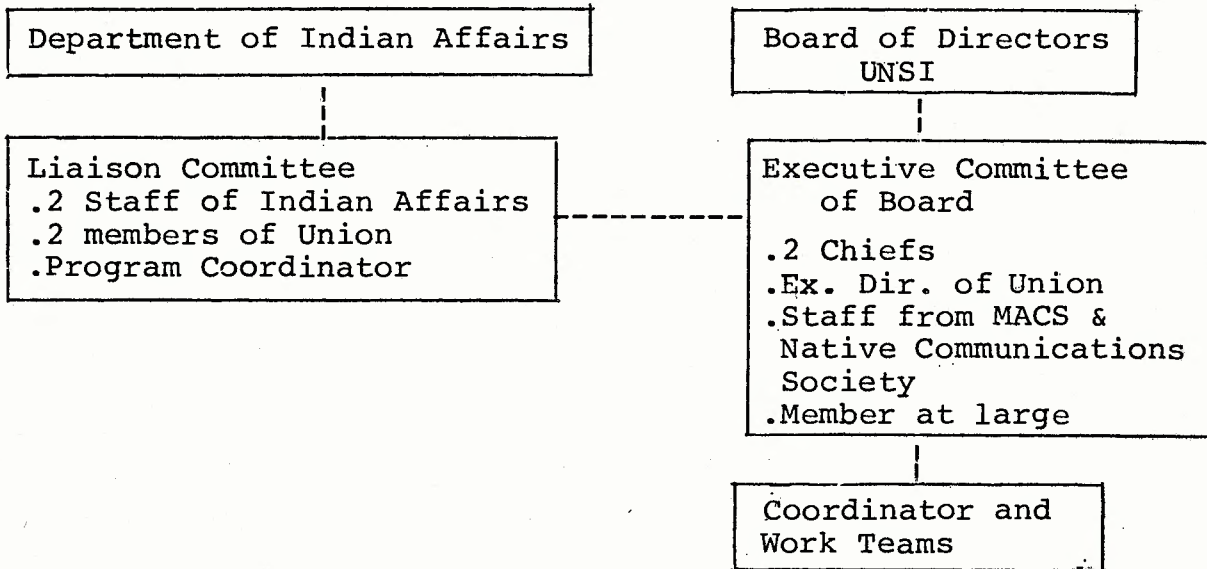
- All parties involved have a clear understanding of the Program's objectives, as well as the philosophy behind Popular Education
- The program participants perceive the proposed methodology as both a workable and realistic approach to evaluation
- The proposed methodology be developed consistent with the principles of Popular Education.

The recurring concern of the Work Team focussed on the time and effort required to interest the Chiefs and Band Councils in the Popular Education Program.

It is evident from the implementation difficulties experienced with the Program itself that the evaluators will require patience and will need to be trusted by the reserves before useful feedback on the Program's success will become available.

During the consultations with the Work Team it became apparent that an organizational structure has been established for this Program (see below). The evaluation process should be designed to integrate with this structure.

STRUCTURAL OPERATIONS



4. EVALUATION METHODOLOGY

The purpose of this chapter is to identify the criteria to be used in selecting the evaluation method, examine some alternatives and recommend the methodology for evaluating the process and outcomes of a Popular Education program. In addition, criteria will be identified for selection of the evaluator(s). A final section sets out steps for implementing the evaluation.

4.1 Criteria for Selection of Evaluation Methodology

The characteristics of the methodology to evaluate the Popular Education Program should follow a basic (scientific) model. This model would call for the evaluators to be relatively detached, inconspicuous and neutral "scientific observers".

The advantages of this model are several, and include the following methodological considerations:

- avoids confusion between the neutral evaluator role and the program implementor role
- minimizes the effect of the evaluation process on the program setting until the completion of the program
- ensures detached objectivity and does not lead to the evaluator being perceived as "taking sides"
- allows the evaluator to maintain flexibility and have access to information from people in differing positions
- allows the evaluator access to observe whether the process is taking place.

4.2 Alternatives

Two essential components in developing an evaluation methodology are:

- establishing the frequency of monitoring the program;
- establishing the frequency of providing feedback of information about the program to all involved parties.

For each of these components there are several options. A program

could be monitored only once at the end of its designated time frame, at specified times throughout the time frame, or on a continuous basis. Similarly, information could be withheld until the end of the program, released as it was compiled, or released at specified intervals.

To arrive at the method most appropriate for evaluating the Popular Education Program, we have identified several options and described the relative merits of each. The several alternatives are illustrated in Exhibit 4.

4.2.1 Frequency of Monitoring Program

The exhibit shows there are three possible alternatives which could be used for monitoring the program. One option would be for the monitoring to occur at completion of the program. This alternative is not recommended, however, for the following reasons:

- It would only be able to effectively measure the program outcomes and would not be sensitive to the process. By compiling and analyzing the data at the end of the two-year period, there would be a real danger of losing sight of changes occurring over the two-year demonstration period.
- There would be a tendency that the data would not be collected on a consistent basis. Work team members could forget to fill out their daily diaries, staff reports, meeting records, etc.
- Information collected through interviews at the end of the two-year period would be meaningless unless compared with interviews which had been held at regular intervals. Without such benchmarks, change from one month to the next would be difficult to identify and measure.

A second alternative would have the monitoring occur on a continuous basis throughout the two-year program. The objections to this alternative are two-fold:

- While the method would provide for an adequate measuring of both the outcomes and process, there would be a tendency that, by following the Program

EXHIBIT 4: EVALUATION ALTERNATIVES

		Frequency of Monitoring		
		Once at end	At Cross Sections and end	Continuous
Frequency of Feedback of Information	As Completed	NA	NR	NR
	At Specified Intervals	NA	NR	NR
	Wait til Completion	NR	R	NR

NA = not applicable

NR = not recommended

R = recommended

on a day-to-day basis, the evaluators would lose their objectivity and take on an interventionist role.

- A further drawback lies in the large expense that such daily monitoring would entail.

A third alternative would have monitoring occur at specified intervals on a cross-sectional basis, as well as at the end of the program. The benefits of this alternative are several.

- Both the process and outcomes could be effectively measured.
- The evaluators would be more able to retain their objectivity and be perceived by the program participants to be neutral observers.
- By collecting information at regularly scheduled intervals, work team members would have an incentive to maintain their various data collection instruments.
- Evaluation costs would be kept at a reasonable level.

4.2.2. Frequency of Feedback of Information

As indicated in the exhibit, there are three alternatives for releasing evaluation information on the program to the various parties involved. The first would release the information to all parties as soon as compiled. The second would release information at regularly scheduled intervals. Neither of these alternatives are considered appropriate for this particular program for the following reasons:

- There would be a danger that the process would be disrupted if information were released during the period the program was in operation. Popular Education as an approach to community development, is untried within the reserve context. In order to determine the usefulness of Popular Education a process is required that permits the Program to take its own course without outside advice or interference.
- One of the principles behind Popular Education is that Work Team members not be placed in the role, or be seen as being placed in the role, of taking the initiative or leading the program activities.

The workers are to facilitate the growth of awareness of, and by, the reserve population of their particular conditions. Distribution of evaluation reports which monitor the activities of the Work Team while the Program is in operation, could lead to questions concerning the exact nature of the Work Team and possibly lead to conflict based on the question of "who is taking credit for what."

- Key people to be interviewed by the evaluators might be reluctant to freely express their views on the Program on a regular basis, if they felt their views would not be kept confidential. Interviews held over time will act as an important data source. In the beginning of the Program there may be a hesitancy on the part of some of those interviewed regarding the usefulness of the Program. Over time, however, this hesitancy may be dissipated, given the direction and progress of the Program. Disclosing the results of the interviews early in the process could, in our opinion, prove damaging to the Program.

In the third alternative, information compiled by the evaluators would remain confidential until the completion of the Program, at which time, it would be released to all parties involved. The major benefits of this alternative are three-fold.

- It would ensure that the process would evolve in as natural a manner as possible.
- It would allow workers to make mistakes, recognize and correct them, without advice or interference from outside.
- It would assist in building up trust between the evaluators and the several parties involved in the program.

4.3 Recommended Method

The previous section outlined the various alternative methods which could be adopted for evaluating the Popular Education Program. The method we recommend as most appropriate calls for monitoring the Program by cross-sections at specific intervals, as well as at the end, and providing feedback of the information collected only upon completion of the Program.

4.3.1 Parties Involved in the Popular Education Program

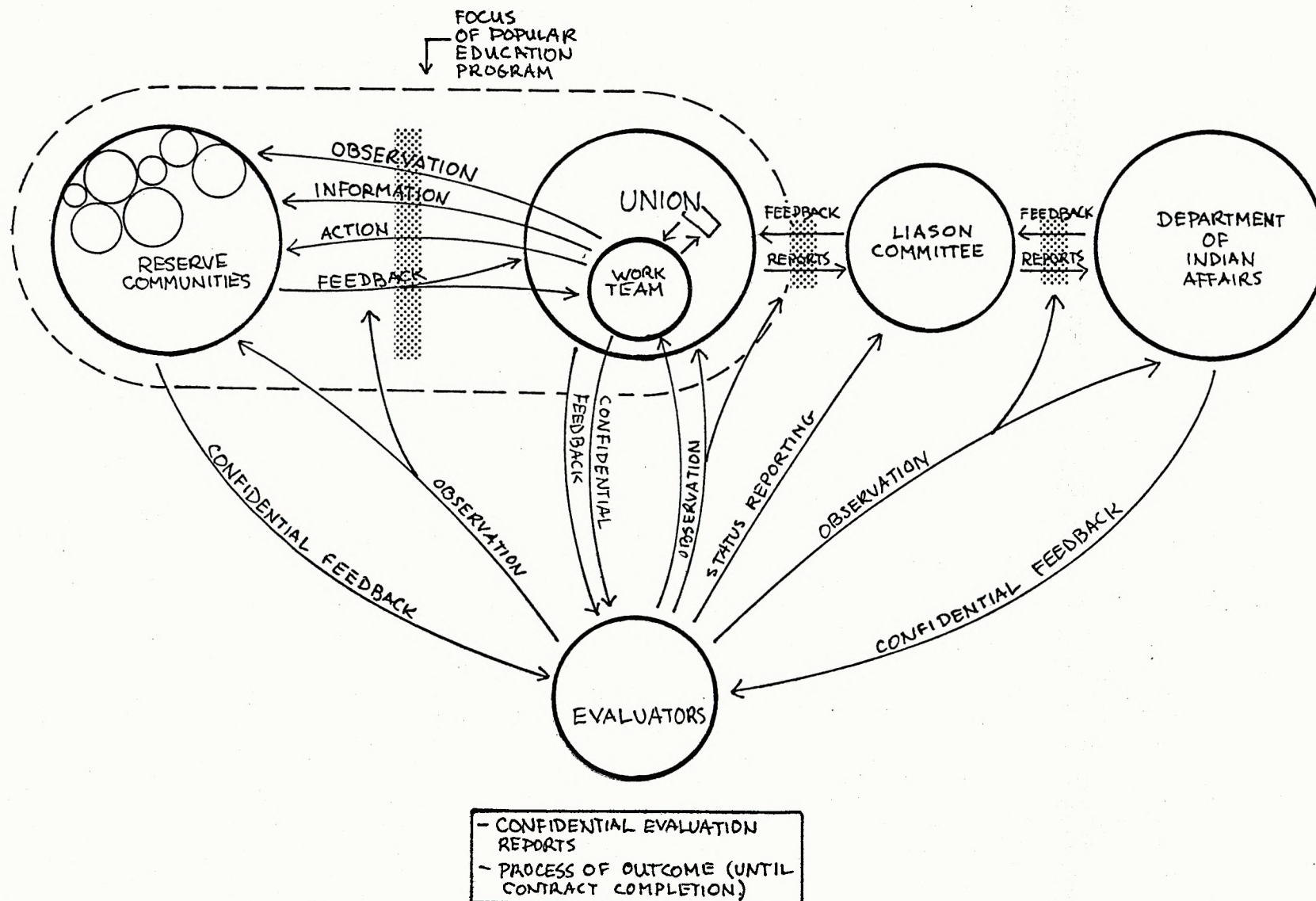
Exhibit 5 illustrates the various parties involved in the Popular Education Program and their relationships with one another, as well as with the evaluators. The parties involved in the Program include the Department of Indian Affairs, the Liaison Committee, the Union of Nova Scotia Indians, the Work Teams and Program coordinator, and Band Chiefs, Councils and reserve communities which have agreed to participate in the Program.

Throughout the course of the program, the evaluators will be carrying out formal interviews with Department members to determine whether their expectations of the program are being met. All information being received from the Department will remain confidential until the end of the Program.

The Liaison Committee is made up of representatives from the Department of Indian Affairs and the Union of Nova Scotia Indians and is the body responsible for receiving status reports from both the Program coordinator and the evaluators. It is recommended that these reports contain only administrative information and not information that pertains to the progress of the Program. The reasons for confidentiality have been explained in the previous section.

A third party involved in the Popular Education Program is the Union of Nova Scotia Indians. Interviews would be held at scheduled intervals by the evaluators with Union members to obtain their perceptions on the direction(s) the Program is taking. The results of these interviews would remain confidential until the end of the Program. The evaluators would also hold interviews with the Work Team members and Program coordinator at scheduled intervals, the results of which would also remain confidential until the end of the Program. In addition, the evaluators would observe the Work Team members in their relationship with the reserve communities, examine the information distributed by the Work Teams to the communities and analyze the various activities undertaken on the reserves.

EXHIBIT 5: PARTIES INVOLVED IN POPULAR EDUCATION PROGRAM



Further information on the Program would derive from confidential interviews held by the evaluators with the Band Chiefs, Councils and individual members of the reserve communities involved in the program. All interviews would be made available upon completion of the two-year period.

4.3.2 Focus of Evaluators

Throughout the course of the Program, the intention of the evaluators would be directed toward towards two ends:

- determining to what extent the Program's outcomes occurred
- determining whether the process which occurred in carrying out the Program followed the process intended by Popular Education.

In order to evaluate to what degree the Program outcomes occurred, the first task of the evaluators would be to draw up a pre-program report. This report would consist of a brief description of the situation on all reserves involved in the program with respect to:

- the ability of reserve residents to identify their powers and responsibilities
- the degree of group conflict existing on reserves
- the degree of group participation
- the degree of problems in the areas of health, education, economic development, social stability and political decision making.

This report would also include information on the degree of inter-reserve communication, contact and service sharing, as well as the degree of contact between the reserves and various support services provided by the Union of Nova Scotia Indians. The purpose of this pre-program report would be to serve as a benchmark against which the Program outcomes could be measured at the end of the Program.

At the end of the two-year period, a post-program report would be drawn up. By comparing the two, a picture would emerge as to the degree that the program objectives have been met.

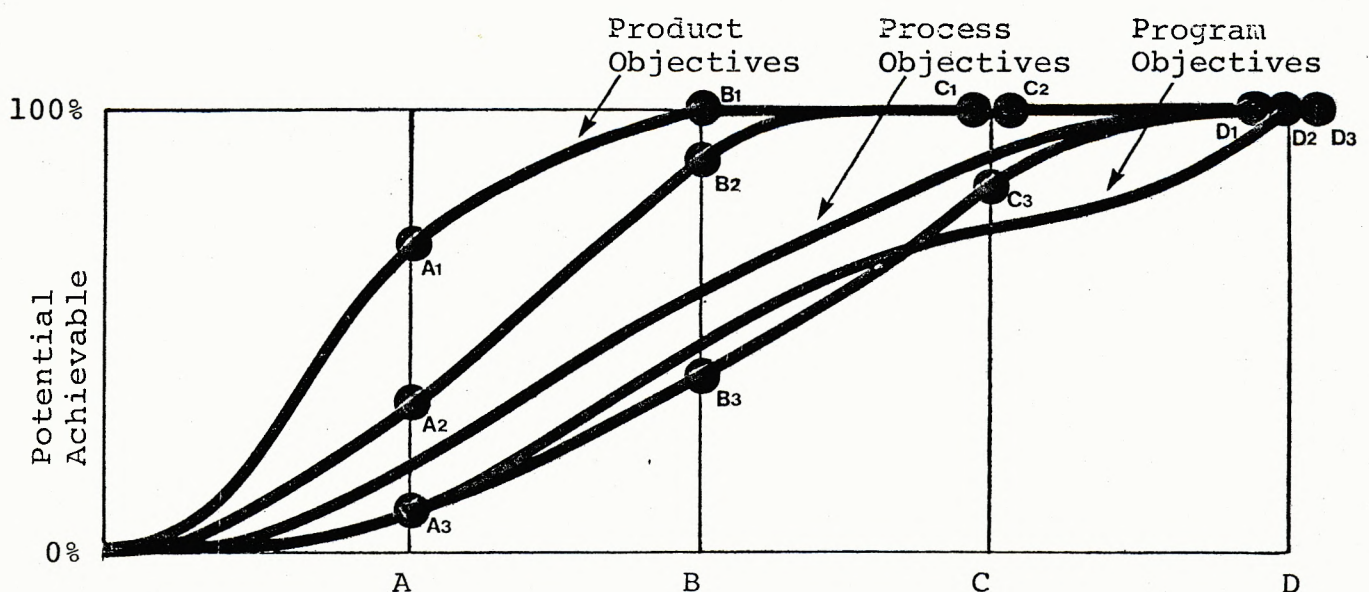
The second task of the evaluators is to determine whether the process which occurred throughout the Program was in accordance with the principles of Popular Education. To assist in this task, we have identified a number of areas which are important components of the process. These include the following:

- hiring, training and changing of staff
- selection and entrance into reserves by members of the Work Teams
- selection of activities for inclusion in the Program reserves by members of the Work Team
- the selection of activities
- progress made on activities.

These areas are not meant to be inclusive; as the Program develops different areas necessitating evaluation will become apparent to the evaluators. These areas will be discussed in greater detail in Chapter 5 when the specific data collection instruments are discussed.

The information resulting from these two processes will, at the end of the program, provide the basis for an assessment of the degree to which the various program, product and process objectives have been met. Exhibit 6 depicts the results of this assessment.

EXHIBIT 6: Extent Objectives May Be Reached At End Of Two-Year Period



Point A, B, C, or D represents the end of the two-year period

If at the end of the two-year period the evaluation has shown the Program only to have reached POINT A, only minor changes will have been experienced. While a number of the product objectives would have been met, there would still be a substantial number of both process and program objectives left to be met.

If, on the other hand, at the end of two years the evaluation has shown the Program to have reached POINT D, then it can be said the Program is an unquestionable success. That is, the product, process and program objectives have all been met.

The fact that the Program has only reached POINTS B or C at the end of the two-year period will not necessarily indicate failure of the Program. Rather, at that time, the following should be considered:

- Is there further potential for improvement, given a continuation of the process?
- Will further application of the process significantly improve the Program outcome?
- Are the efforts expended in carrying out the process worth the outcome?

If, however, the process has been shown to have occurred according to the principles of Popular Education, yet the Program objectives and products have not been met, then the evaluators must be prepared to say something about the workability of the theory.

4.4 Criteria for Selection of Evaluators

The quality of the evaluation will be only as good as the data on which it is based. Much of the data will be obtained through interviews held by the evaluators with Band Chiefs, Councillors and individuals on the reserves. It is essential that the evaluators have full and easy access to all the reserves involved in the program.

The reserve population has been, and continues to be, subject to countless surveys and studies carried out by non-Indians which have served little, or no, apparent purpose. We believe that it is not unrealistic to expect that Program participants may be reluctant to speak openly to non-Indian evaluators. We are suggesting, therefore, that two Indians be selected as the principal evaluators for the Popular Education Program. These people could not be part of the Union of Nova Scotia Indians or a Band Chief or Councillor of any of the reserves included in the Program. They must, however, be well-known and respected by the reserve population. In addition, they must be respected by the Department of Indian and Northern Affairs. A further requirement would be that they be prepared to give a two-year commitment to the evaluation. These people would become, in effect, the ears and mouth of the community. They could be supported by a consulting firm which would provide technical skills to document their findings.

4.5 Steps for Implementing the Evaluation

In this section, five steps are identified for implementing the evaluation of the Popular Education Program.

1. The Liaison Committee selects evaluators from a properly identified evaluation list. All candidates meet all criteria established for the evaluators.
2. The evaluator(s) establish(es) communication with all participants in the program and identifies his/her role and information needs.
3. The evaluator(s) compile(s) a pre-program report for each of the reserves which have agreed to be part of the Program. Additional reports are prepared as reserves enter the Program. These reports remain confidential to the evaluators until the end of the Program at which time they are used as benchmarks to assist in measuring the impact of the Program on the reserves.
4. The evaluator(s) produce(s) interim status reports compiled from data collected on both the process and program/product outcomes. These status reports

will be treated as confidential until the end of the program.

5. At the end of the two-year period, the evaluator(s) produce(s) a post-program report which is to include a synthesis of the several interim status reports, as well as an assessment of the Program outcomes.

5. EVALUATION INSTRUMENTS

The purpose of this chapter is to identify and describe the various instruments which we suggest be used in the evaluation of the Popular Education Program. The evaluation instruments described below are not meant to be inclusive; as the Program develops, different areas necessitating different modes may materialize that were not apparent at the time of this writing.

In our original proposal, it was stated that this report would lay out much of the material which we would expect to see included in the community profiles. From our understanding of the Program, we now realize that this activity is itself an integral ingredient of the program and is not a function for the evaluator.

The various data collection instruments we have identified are summarized in Exhibit 7. They are:

- activity form
- meeting form
- work team diary
- staff report
- structured interviews
- time sheet

The use for each of these instruments is described below. Copies of the forms, diary and report can be found in Appendix C of this report.

5.1 Activity Form

The most detailed level of the evaluation will be the analysis of the activities undertaken by the Popular Education Program. The analysis will take into account both the process used in the selection of the activities and the progress made on the activities. Data would be collected in a consistent manner for each activity through the use of an activity form included in Appendix C. The activity form would be completed by Work Team members for each activity throughout the two-year demonstration period and would include such information as:

- identification of activity
- persons/groups involved in activity
- commality of interest of persons involved
- reasons for inclusion of activity in Program.

EXHIBIT 7: DATA COLLECTION INSTRUMENTS

<u>Data Collection Instruments</u>	<u>Data Source</u>	<u>Issues to be Addressed</u>
Activity Form	Activities (e.g. Community Profiles)	<ul style="list-style-type: none">- The approach taken in selection and development of the activity- People/groups involved in working on the activity- How the activity was used to increase "the awareness" of the reserve population
Meeting Form	Meetings on and off the reserve	<ul style="list-style-type: none">- Trends in attendance of meetings by reserve population- Leaders of discussions at meetings- The degree of input into discussions by the greater population- Decision-makers at meetings- Contact between different reserves/relevant groups
Work Team Diaries	Work Team Daily Activities	<ul style="list-style-type: none">- Numbers of people on/between reserves contacted- Type of contact between workers and reserve population
Staff Reports	Staff Analyses	<ul style="list-style-type: none">- Types of problems encountered in applying Popular Education approach- New approaches considered
Structured Interviews	Interviews with reserve population, Chiefs, Council members	<ul style="list-style-type: none">- Change in perception of individuals of the Program's impact; of their relationship to Work Team members.

- manner by which activity was selected
- role of Work Team and activity
- ongoing documentation of the progress made on activity

In turn, these activity forms would be used to address the following issues:

- the approach taken in the selection and development of the activity
- the people/groups involved in working on the activity
- the manner in which the activity was used to increase the awareness of the reserve population

The activity forms would be confidential until completion of the Program at which time they would be released to all parties involved in the Program.

5.2 Meeting Form

A record of meetings held on and off the reserves by Work Team members and members of the reserves' population involved in the Program would be an important data collection instrument. It would include such factors as:

- date and location of meeting
- purpose of meeting
- persons/groups attending
- decisions made
- discussions led by whom

From this data, an assessment could be made about the following:

- trends in attendance of meetings by reserve population
- leaders of discussions at meetings
- the degree of input in discussions by the greater population
- the decision-makers at meetings
- contact between different reserves/relevant groups.

5.3 Work Team Diary and Staff Report

Equally important to the evaluation will be the progress made by the Work Teams applying Popular Education on the reserves. One of the objectives articulated in the agreement between the Department of Indian and Northern Affairs and the Union of

Nova Scotia Indians is for the Work Teams "to produce regular and detailed work plans, analysis and program reports." To assist in the process, we have drawn up both a diary for the work team members and a format to be completed for staff meetings. The Work Team diary would be confidential to the Work Team members and be kept on a daily basis. It would contain the following information:

- people/groups contacted
- purpose of contact
- meetings held
- purpose of meeting
- discussions held
- action taken
- problems encountered
- comments.

The staff meeting form would also be confidential and would be kept by the Program coordinator. It would include the following types of information:

- frequency of staff meetings
- people present
- activities discussed
- problems raised/issues dealt with.

Information of a strictly factual nature would be included in the Coordinator's six monthly reports to Treasury Board. All additional information dealing with the progress of the Program included in these reports should remain confidential until the end of the two-year demonstration period.

5.4 Structured Interviews

Structured interviews will serve as an important data collection source for the Program. Interviews would be held with all key Program participants:

- officials from the Department of Indian and Northern Affairs
- officials from the Union of Nova Scotia Indians
- Work Team members and Program coordinator

- Band Chiefs, Council members and individuals from the reserve population.

These interviews would serve a number of functions:

- provide information on areas to be evaluated which will have occurred before the evaluation process has begun (the hiring process, training process, selection and entry to reserves)
- provide benchmarks to measure change over the two-year experimental period
- get opinions and perceptions of key informants concerning the impact of the Popular Education Program on the reserves.

All information obtained from these interviews would remain confidential to the evaluators until the completion of the Program at which time it would be released to all parties involved.

5.5 Time Sheets

Analyzing time spent by individual Work Team members on various activities will be an important component of the evaluation. To improve the evaluator's ability to identify the amount of time spent on Program and Product objectives, we have drawn up time sheets to be filled out by Work Team members on a weekly basis. The sheets would break down time into:

- . Specific activities identified by reserves
- . Production of research material
- . Meetings (staff and non-staff)
- . Process Means - This includes talking with reserve population, collecting information, helping reserve population write up information, having tea with reserve residents, travelling from one reserve to another, etc.

An example of this Time Sheet is included in Appendix C of this report.

6. Estimated Time Breakdown/Costs of Three Alternative Evaluation Processes

At the July 5, 1978 meeting in Halifax between representatives from the Department of Indian Affairs, Popular Education Program Coordinator, Work Team members and DPAL representatives, it was agreed that the Methodology most suitable for evaluation of the Program was one which called for monitoring at specified cross-sections and at the end. Methodologies which called for monitoring on either a continuous basis or only at the end of the Program were not considered acceptable. It was further agreed that information compiled into progress reports would remain confidential until the end of the 2 year period at which time all reports would be released to each party involved in the Program.

Based upon the above criteria we have drawn up three alternative time frames for the evaluation, determined the number of persondays by activity for each and worked out their respective estimated costs.

For each of the alternatives the persondays were based on an Evaluation Team comprised of 5 members:

- Indian evaluator for Cape Breton
- Indian Evaluator for Mainland Nova Scotia
- Economist
- Project Manager
- Principal in Charge

The estimated costs for each alternative were based on DPAL's present charge-out rate. It would be expected, however, that over an 18 month period these rates would rise slightly to correspond with annual increases in company rates.

The three alternatives are:

- evaluation occurring at 3 month intervals
- evaluation occurring at 6 month intervals
- evaluation occurring at 3 cross-sections

Each is described below, together with time breakdown by activity and estimated cost.

EXHIBIT 8: Estimated Time Breakdown by Activity of Evaluation Occurring at 3 Month Intervals

Activities	Person-days per Progress Report	Total for Progress Reports	Person-days for Final Report	Total all Reports
Attendance at Liaison Committee meetings	*4	12	—	12
Meetings with Popular Education Staff	7	49	—	49
Interviews with Officials and Interest Groups	11	77	—	77
Interviews on Reserves	10	70	—	70
Data Analysis	7	49	—	49
Report Writing	8	56	30	86
TOTAL		313	30	343

(*only for reports 3, 5, and 7)

6.1 Alternative 1

In Alternative I, progress reports would be compiled at 3 month intervals over the two-year demonstration period. Due to the late start-up of the evaluation, the first two progress reports would be compiled as one. The alternative would result in 7 progress reports which would remain confidential until completion of the two-year period , and one final report based on an analysis of the preceeding reports. Exhibit 8 illustrates the estimated time in person-days by activity; Exhibit 9 illustrates the estimated costs.

EXHIBIT 9: Estimated Cost of Evaluation Occurring at 3 Month Intervals 7 Progress Reports and 1 Final Report

Reports	Estimated Cost
Progress Reports 1, 2, 4 and 6	\$ 6,820
Progress Reports 3, 5, and 7	\$ 7,532
Total 7 Progress Reports (Professional Fees)	\$49,876
Final Report (Professional Fees)	\$ 5,250
15 % Expenses	\$ 8,268
Total Cost	\$ 63,394

EXHIBIT 10: Estimated Time Breakdown by Activity of Evaluation Occurring at 6 Month Intervals

Activities	Person-days per Progress Report	Total for Progress Reports	Person-days for Final Report	Total all Reports
Attendance at Liaison Committee Meetings	*4	16	—	16
Meetings with Popular Education Staff	8	32	—	32
Interviews with Officials and Interest Groups	12	48	—	48
Interviews on Reserves	10	40	—	40
Data Analysis	10	40	—	40
Report Writing	10	40	30	70
Total		216	30	246

(*only for Progress Reports 2, 3, and 4)

6.2 Alternative II

In Alternative II, progress reports would be compiled at 6 month intervals over the two-year period. This would result in 4 progress reports which would remain confidential until the end of the Program, and one final report. Exhibit 10 illustrates the estimated time in person-days by activity; Exhibit 11 illustrates the estimated costs.

EXHIBIT 11: Estimated Cost of Evaluation Occurring at 6 Month Intervals 4 Progress Reports and Final Report

Reports	Estimated Cost
1st Progress Report	\$ 8,500
Progress Reports 2, 3 and 4	\$ 9,212
Total 4 Progress Reports (Professional Fees)	\$36,136
1 Final Report (Professional Fees)	\$ 5,250
15 % Expenses	\$ 6,207
Total Cost	\$47,593

EXHIBIT 12: Estimated Time Breakdown by Activity of Evaluation Occurring at Three Cross-Sections

Activities	Person-days 1st Progress Report	Person-days 2nd Progress Report	Person-days 3rd Progress Report	Total for Progress Reports	Person-days Final Report	Total all Reports
Attendance at Liaison Com- mittee Meetings	—	4	4	8		8
Meetings with Popular Educa- tion Staff	8	5	4	13		13
Interviews with Officials and Interest Groups	12	12	12	36		36
Interviews on Reserves	10	20	10	40		40
Data Analysis	10	12	10	32		32
Report Writing	10	10	10	30	41	71
TOTAL	50	63	50	159	41	200

6.3 Alternative III

In Alternative III, 3 progress reports would be compiled, plus a final report. The first progress report would be compiled upon the signing of a contract between the Department of Indian Affairs and the evaluators; the second, a year later and the third at the end of the program. A final report would be based on an analysis of the 3 progress reports. Exhibit 12 illustrates the estimated time in person-days by activity; Exhibit 13 illustrates the estimated costs.

EXHIBIT 13: Estimated Cost of Evaluation Occurring at Three Cross-Sections and Final Report

Reports	Estimated Cost
1st Progress Report	\$ 8,500
2nd Progress Report	\$10,102
3rd Progress Report	\$ 8,222
Total Progress Reports (Professional Fees)	\$26,824
Final Report (Professional Fees)	\$ 5,250
15 % Expenses	\$ 4,811
Total Cost	\$36,885

7. Project Team

The evaluation of the Popular Education Program would be undertaken by the following team of three DPAL professionals and two non DPAL personnel.

Richard Higgins, President of DPAL, would act as Principal in Charge for the project and would be directly responsible to the client for its successful implementation. Mr. Higgins would contribute to the overall project direction, and carry out interviews with Department of Indian and Northern Affairs officials at the Ottawa level.

Anne Martell would act as Project Manager for the team. Ms. Martell, currently involved with the evaluation of the Community Employment Strategy program in two provinces, would be responsible for coordinating the efforts of the Project Team as well as carrying out much of the research and analysis for the evaluation.

Gordon Dittmer, a senior economist with DPAL, would be responsible for the quantitative analysis required for the evaluation.

The additional two project team members would be two Indian researchers. They would be responsible for carrying out much of the reserve research. It is suggested they be selected by members of the Liaison Committee, and fit the criteria discussed in an earlier section of this report. The Indian researchers would be hired by DPAL on a sub-contract.

Resumes of the DPAL professionals are attached as Appendix D of this report.

APPENDIX A
AGREEMENT SIGNED BETWEEN
DEPARTMENT OF INDIAN AND NORTHERN AFFAIRS
AND
UNION OF NOVA SCOTIA INDIANS

THIS AGREEMENT made as of the day of 1977

BETWEEN:

HER MAJESTY THE QUEEN IN
RIGHT OF CANADA, represented
herein by the Minister,
Indian Affairs and Northern
Development, hereinafter
referred to as the "Minister"

Of the First Part:

- and -

THE UNION OF NOVA SCOTIA
INDIANS, hereinafter referred
to as the "Union"

Of the Second Part.

WHEREAS as a result of the Report and Recommendations of
Task Force of the Union of Nova Scotia Indians, to review with the Indian
people of Nova Scotia their needs and wants and to promote their better-
ment in a social and economic sense it has been decided to implement a
Popular Education Program.

AND WHEREAS the Union wishes to undertake a Popular
Education Program, as described hereunder.

AND WHEREAS the Minister agrees to provide funds for the
said Program in accordance with the terms and conditions set out hereunder.

NOW THEREFORE in consideration of the mutual covenants
and agreements herein contained, the parties hereto covenant and agree as
follows:

1. The Union agrees:

To provide all necessary resources for the purpose of
presenting a Popular Education Program for the general
benefit of the Indians in those communities in Nova
Scotia as agreed upon by the Union of Nova Scotia
Indians and the Regional Director General, Atlantic
Region, and which will be sufficiently comprehensive
in scope and in nature so as to include the following:

- (i) the preparing of socio-economic profiles
of designated reserves based on formal
research from secondary sources, and
informal research done at the Reserve
level,
- (ii) the undertaking of popular research
aimed at distinguishing specific groups
of reserve residents having a common-
ality of interests, and identifying
their interests, attitudes, relation-
ships and their objectives,
- (iii) the developing, collecting and dis-
tributing of materials for use in
reserve popular education programs,
- (iv) the supplying of assistance and sup-
portive services for groups of local
residents who wish to organize them-
selves to take effective local action
on local problems, in accordance with
popular education methods.

The Minister shall make payments to the Union for the provision of the aforementioned services in accordance with the following terms and conditions.

(a) In the first year of operations,

(i) an initial payment shall be made on April 1, or as soon thereafter as possible, of an amount equal to one half of the agreed annual budget, providing that the Union has submitted a budget and a plan of operations for the forthcoming year which the Regional Director General finds satisfactory.

(ii) a subsequent payment equal to the remainder of the annual budget shall be made on October 1, providing the Union has submitted a written progress report as set out in (3) following.

(b) In the second year of operations,

(i) an initial payment shall be made on April 1, or as soon thereafter as possible, of an amount equal to one half of the agreed annual budget, providing that the Union has submitted a budget and a plan of operations for the forthcoming year which the Regional Director General finds satisfactory, as well as a written progress report as set out in (3) hereunder.

(ii) a subsequent payment equal to the remainder of the annual budget shall be made on October 1 providing that the Union has submitted a written progress report as set out in (3) following.

3. Progress reports required in (2) above shall:

(a) Describe the progress achieved during the preceding six months, in terms of:

(i) the increased capacity of groups of Reserve residents to identify their powers and responsibilities, to clarify their objectives, to reduce group conflicts, and increase group participation, as well as to take action on problems in the areas of health, education, economic development, social stability and political decision-making.

(ii) increase in inter-reserve communication, contact and resource-sharing.

(b) Give evidence of:

(i) the production by staff employed in the program of regular and detailed work plans, analyses and progress reports.

- (ii) the successful organization of training sessions and workshops which contribute effectively to the achievement of popular education objectives.

- (c) Include a statement of financial expenditures as they relate to the provision of services during the preceding six months, as described herein.

4.

- (a) The Union shall keep proper and detailed accounts and records of all factors entering into the computation of the amounts payable by and payable to the Union pursuant to this agreement.
- (b) The Union's payrolls, time-books, books of account, invoices, statements, receipts, vouchers and other documents relating to the rendering of services pursuant to this agreement shall at all times be open for inspection, audit and extract by the Regional Director General or his authorized representative.
- (c) The Union shall afford all facilities for such inspection, audit and extract and shall furnish the Regional Director General or his authorized representative with all such information as he and they may from time to time require for any purpose to this agreement.
- (d) The Union shall cause all such accounts, records, receipts, vouchers and other documents as aforesaid, to be preserved and kept available for audit and inspection, until the expiration of two years under this agreement, or until the expiration of such lesser period of time as shall be approved by the Regional Director General.

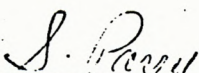
5.

- (a) It is understood and agreed that the Regional Director General may, by written notice, of 6 months, and without the need to give any reason whatsoever, require the Union to discontinue the performance of the service, in which event the Union shall have no claim whatsoever against Her Majesty except to be paid in accordance with the terms of this agreement up to and including the date of cancellation, for the work performed up to the time of cancellation, less any sums theretofore paid on account for such service.
- (b) It is understood and agreed that the Union of Nova Scotia Indians may, by written notice of six months, and for any reason whatsoever, require the discontinuance of this agreement, in which event neither party shall have any claim whatsoever against the other except to stay in accord with the terms of this agreement up to and including the date of cancellation.
- (c) The notices referred to in subsections (a) and (b) shall be in writing and shall:
 - (i) be delivered to the Atlantic Regional Director General at the Departmental Regional office in Amherst, N.S. or to a senior administrator or executive officer of the Union in person, or


- (ii) be sent by registered mail to the R.D.G. at P.O. Box 160, Amherst, N.S. or to the Union addressed to the address of the Union's head office at Micmac P.O. Hants Co., N.S.

6. This agreement is subject to amendment upon mutual consent of both parties and to the extent that the Minister has capacity to consent to such amendments.
7. The Union shall indemnify and save harmless Her Majesty from and against all claims, demands, loss, costs, damages, actions, suits or other proceedings by whomsoever made, brought or prosecuted in any manner based upon, occasioned by or attributable to the performance or purported performance of this agreement by the Union or its servants, agents or assigns.
8. No implied obligation of any kind by or on behalf of Her Majesty shall arise from anything in this agreement, and the express covenants and agreements herein contained and made by Her Majesty are and shall be the only covenants and agreements upon which any right against Her Majesty are to be founded and without limiting the generality of the foregoing, this agreement supersedes all communications, negotiation and agreements, either written or oral relating to the work and made prior to the date of this agreement. It is also expressly agreed that nothing in this agreement may be construed as implying or constituting an employer-employee relationship between Her Majesty and either the Union or any person retained or employed by the Union for carrying out this agreement.
9. This agreement may not be assigned in whole or in part by the Union without prior written consent of the Regional Director General.
10. No member of the House of Commons shall be admitted to any share or part of this agreement or to any benefit to arise therefrom.
11. This agreement shall inure for the benefit of and be binding upon the parties hereto and their executors, administrators, successors and assigns.
12. This agreement shall be in effect for a period of two years commencing the 1st day of November 1977 and ending the 31 day of October 1979, subject to the terms and conditions herein.

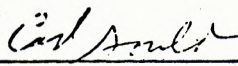
IN WITNESS WHEREOF the Minister has signed hereunder and the Union has caused these presents to be duly executed by its proper officers duly authorized on that behalf.




Witness



Minister of Indian Affairs
and Northern Development



Witness



Union of Nova Scotia Indians
(President)

APPENDIX B
MINUTES OF MEETINGS

NOTES POPULAR EDUCATION PROJECT

FIRST MEETING - MAY 2, 1978

ATTENDED BY: Chief Stan Johnston, Representative from the
Nova Scotia Union of Indians
Stuart Killen, Union of Nova Scotia Indians,
Administrator of the project
Neil Walsh, Regional Office, Department of Indian
and Northern Affairs (Amherst)
Derryl Paul, Provincial Office, Department of
Indian Affairs (Halifax)
Giulio Maffini, Anne Martell, Development
Planning Associates Limited

BACKGROUND

Stu Killen gave background on progress to date. He stated that although the proposal for the project came out of the Indian people themselves, Stu and his group of six workers are finding themselves being tested. The original proposal took for granted that Killen, etc., could walk into the communities, but he's finding now that they're being tested at both the Union and the Band levels.

Stan Johnston and Stu Killen gave some background for the project. In 1965 St. F.X. began work at the Band level. The Union of Nova Scotia Indians took this work over in about 1970. They worked for a five-year period. Funds expired in March, 1974 or 75. Pressure was not put on to renew it. The CD program had a lot of successes, a lot of failures. At St. F.X. the community development approach took on a form of adult education. When the Union took over it practiced the type of community development that it saw being practiced within Northern Affairs. While this worked with Northern Affairs, it didn't work at the Band level because the CD workers were acting on the philosophy that they could come in and use a heavy hand and work from the top down. This didn't work with the Union. Chiefs, in fact, turned the process around so that the CD workers were turning into errand boys. The Popular Education project came out of Stan Johnston's efforts. He worked through the Board of Directors, for the Union, which is composed of all the Chiefs of Nova Scotia and the program was sold that it wouldn't be viewed politically. The project is selling itself through the Community Profiles. Stu sees the writing of community profiles as the way to get the foot in the door. Information could be used that is being collected from the work on land claims as well as work

on economic development. The secretary of state wants an analysis of what went wrong with the CD program. The Union was told to come up with a different program. In effect it's really CD. Mike Belliveau assisted in writing up the project, along with chiefs Stan Johnston and Reg Maloney.

At the moment four reserves have agreed to become part of the Popular Education project.

- Afton - population approximately 300
- Chapel Island, Cape Breton - approximately 300
- Millbrook - approximately 403
- Pictou Landing - 350 to 400.

Meetings have been arranged by Stu Killen with all of the Chiefs and Councils of the 12 Indian reserves in Nova Scotia. In Sydney and Eskasoni meetings were set up; at the latter there was no quorum and at Sydney there was basically a small attendance. Whycogoma is facing internal problems on the reserve and in Memberton, the Chief doesn't see the need for programs. Another meeting with Eskasoni is set for May 7.

In Millbrook there was no testing. The Council agreed immediately. In Afton the summer games and the land claims may have had something to do with acceptance. Stew sees a problem if all 12 reserves accept the project because there are only six workers. The idea would be for each worker to be responsible to two reserves.

ADMINISTRATIVE STRUCTURE

The Popular Education Project is a Union Program. The Union hires the Director/Coordinator, Stu Killen. The Director has an Administrative Assistant, Barbara MacDonald. There are two teams; one being Cape Breton and Afton, the other Mainland and Afton West. The Director/Coordinator is responsible to the Executive, which in turn is responsible to the Board of Directors of the Union.

Staff, six community workers, were hired as of January 30, 1978. At that time the program began. All the six workers are from Indian reserves.

DIFFICULTIES IN PREPARING FIRST REPORT

The first report is not due until the end of May. People aren't sure about the exact nature of the type of report. Stu talked about wanting reactions to the draft report he has just sent out this week. Also talked about the importance of the evaluation. Believes it's a program that should be around forever.

FUNDS

How do funds flow into the community? There are two reserve projects built into the program, but no money is there yet, just salaries. Projects might not come until the second year of the program. The Ottawa level would like to see them fairly soon, but Stu believes background work is more important to get done first. He wants to hold off on the projects. The people on the reserves, on the other hand, are waiting for the money, which would be a wrong approach. The first step is to get a commitment from each Chief, then to establish a continuing dialogue -- perhaps weekly or bi-monthly. on what's happening with the Chiefs and the Councils, how they perceive the project in terms of each reservation's needs. Stan Johnston says that the project has to be translated into layman's language.

The project didn't receive any money until January, although it was scheduled to begin in November, 1977. There was no staff from November to January except Stu Killen. Neil Walsh says he will try to extend the program by two months. In his view, if the project doesn't spend all the money, then you get an extension until the money is spent.

TASKS

1. Reserve Profiles - These would include physical/people/historical/geographical make-up/issues.
 - Get the people in the various reserves to look at themselves
 - Want alternatives directed towards the long-term
 - Were looking at the philosophy of Paulo Friere. The time is just right now for this kind of process to occur. Just getting over the colonial mentality on the reserves.

COMMUNITY WORKERS

- Have gone through a training process with Stu Killen and a social worker
- They report on their activities to the Chief and Councils
- They work among the people
- How the people on the reserves view the workers varies. Goes from total acceptance to total rejection and as well as manipulation attempts on the part of reserve inhabitants to use workers for their own ends; for example, replacing Chiefs. In the first report they want to deal with this problem of trust.
- Back to training - The training is crucial. There is a need to provide the community workers with past history. Need good background information and exposure to traditional ways, problems that have been dealt with. Stan Johnston talked about the problems of getting people to attend meetings. Less than 10 percent of the total population ever turns up. The problem is motivation.
- Staff meetings are to be task oriented. People are starting to be made accountable. Workers have been asked to provide monthly reports in attempt to keep a running dialogue. No one has done this yet. They seem to be concerned about just what is necessary to put in them. It's important that the evaluation puts the project into context. Looking at a period of longer than two years -- longer than ten years.

MEASUREMENT OF CHANGE

- Stu Killen recognized that they don't have any benchmark.
- Talked about need to create a record prior to commencement of the program. For example -- how things are, how they have been going.

LOCAL RESEARCHER

- Talked about the need to create trust between DPAL and the reservations. Suggestion brought up that the DPAL researcher would be introduced through the six community workers. It was agreed as well that the report

or whatever reports are provided by DPAL would be available to all. The role of the evaluation is as a tool to get a ten-year program. It is to set the framework and make it difficult for Treasury Board to say no to continuation.

TIME

Stu Killen said if it's a question of short-term or long-term he'd go short-term. This is a pilot project and, as such, has to be visible.

TREASURY BOARD GUIDELINES

Giulio Maffini suggested that once the objectives are determined and defined by the Union, the Chiefs and Councils, workers and the Board of Directors, then a meeting should be held with the Treasury Board in Ottawa. It's important to know exactly what the Treasury Board wants to see coming out of the project. Idea is to send up the objectives as defined at this end and then come up within a week, sit down and go over them together. This would be done through the Department of Indian Affairs. Get a name from Tim Stewart.

This entails two phases for DPAL. The first one is to carry out the interviews to get the objectives. The second is to determine the most appropriate evaluation method. Everyone gets a chance to approve these results. Stu Killen to send the original proposal for the Popular Education project to DPAL. Neil Walsh said he would send DPAL all information that's in his file on the project. DPAL agreed that within a month a methodology will be presented for approval.

ADDITIONAL POINT

The additional point Neil Walsh brought up concerned an information awareness day. Suggested that the workers could meet with the local employers from the various provinces in the various counties and just ask how many Indians are represented in their employees' force.

NOTES - POPULAR EDUCATION PROJECT

SECOND MEETING - MAY 18, 1978

ATTENDED BY: Stuart Killen, Union of Nova Scotia Indians,
Administrator of the project

Will Basque, Union of Nova Scotian Indians
Researcher

Giulio Maffini, Anne Martell, Development
Planning Associates Limited.

The meeting was held to update DPA on the program's progress, as well as to clarify program objectives. Stu Killen explained that, at that time, four reserves had agreed to be involved in the Popular Education Program. They are:

- Chapel Island
- Afton
- Millbrook
- Pictou Landing

For each of these reserves, the chiefs-in-council have agreed that the program's workers focus on three activities. The reserves and their specific activities are summarized in Exhibit 1. The activities are listed in order of priority, as articulated by each reserve. Worker responsibility for carrying out each of these responsibilities is also included in this exhibit.

The six workers who have been hired on the program have been divided into two work teams:

- Afton, Cape Breton
- Pictou Landing, West

Three of the six workers are already at work on their specified activities (see Exhibit 1). The remaining three workers are waiting for the other reserve meetings which have been set up for the first week of June. It is expected that more reserves will agree to be part of the Popular Education Program.

Stuart Killen explained that the workers were hired on a group basis instead of on the traditional one-to-one basis. This enabled the hirers to determine how well candidates interrelated with one another. The workers were also hired for their relationships which they have with key people on the reserve. Two training sessions were established for the workers. The first was led by Greg Johnson from the Maritime School of Social Work. The session lasted five days and utilized basic human relations techniques. A second session is planned to begin June 2; it is to be led by ATCO. The approach to be taken is oriented towards tasks. In particular, the group will focus on development of the community profiles. Exhibit 2 provides a preliminary assessment of the areas the work teams plan to develop for their community profiles.

Stu Killen noted that the workers have decided to keep confidential diaries.

Mention was also made at this meeting of the need to document the problems of entry the work teams have had on the reserves for the first six month progress report.

DPAL asked Stu Killen to review the preliminary set of objectives which have been pulled together from the agreement between the Union of Nova Scotia Indians and Department of Indian Affairs from the original proposal and from papers dealing with the work teams. Killen, together with the work teams, will develop a hierarchy of objectives from the DPA draft.

EXHIBIT 1: PRIORIZED ACTIVITIES CHOSEN BY RESERVES IN PROGRAM (as of May 18, 1978)

<u>Reserve</u>	<u>Activities</u>	<u>Comments</u>	<u>Responsibility for Carrying Out</u>
Chapel Island	By-laws	The Reserve population wants assistance in drawing up by-laws to deal with snow mobiles and gun control	Walter Bernhard. Individual member of the Afton-Cape Breton Work Team.
	Land Claims	The reserve has a claim against the Nova Scotia Land Commission and Highways Department. They want assistance in setting up a Land Claims Seminar to be held end of May, 1978.	Research Department of the Union of Nova Scotia Indians.
	Community Profile		Total Work Group
Afton	Land Claims		Research Department
	Summer Games	The reserve wants assistance in setting up the Summer Games. This would include assistance in fund-raising through scheduling of specific events.	Walter Bernard.
	Community Profiles		Total Work Group
Millbrook	Committees	The Afton reserve has 18 committees but "nothing is happening." The Chief has asked for someone to provide a sense of direction. The committees do not feel they have any power. An objective is to encourage the committees to realize their power.	Bernard Knockwood. Individual member of the Pictou Landing West Work Team.
	Community Profile		Total Work Group
	Land Claims		Research Department
Pictou Landing	Economic Seminars	The reserve is concerned about its 98 percent unemployment rate. The worker has been asked by the Council to assist in facilitating a seminar between reserve MicMacs and the major employers in the Pictou area. (Trenton Steel Works, Scott Paper, Stellarton based industries, etc.) The aim is to establish a dialogue with the employers in order to obtain employment for MicMacs.	Matthew Francis. Individual member of the Pictou Landing West Work Team.
	Land Claims		Research Department
	Community Profile		Total Work Group

EXHIBIT 2: INFORMATION TO BE INCLUDED IN COMMUNITY PROFILES;
NOT INCLUSIVE

<u>Subject</u>	<u>Sources</u>	<u>Who</u>
History of the Reserve	-Research Department of the N.S. Union of Indians -Municipal libraries -Indian Affairs Branch (has Land Registers which are updated on a daily basis)	Total Group
Geographical information	-Aerial photographs/maps -Lands and Forests -Mines and Resources -Indian Affairs	Total Group
Economic Development Surveys	-Surveys which have already been done for Indian Affairs (e.g., Peat Marwick) -Federal/Provincial/Municipality	Total Group
Education Resources	-Pre-school right on through -On/off the reserve -Visits in the community	Total Group
Population	-Band list/non-status/off-reserves	Total Group

NOTE: These are the first data to be collected. From this data the workers can document and project housing, transportation and education needs. Further information to be collected would include health statistics ...

EXHIBIT 3: OBJECTIVES FROM PROPOSAL FOR A PROGRAM OF POPULAR
EDUCATION FOR CHANGE AND DEVELOPMENT

MAIN OBJECTIVE

- . To initiate and maintain an analysis of the social and economic conditions of the Nova Scotia MicMac society by persons within that society.
 - i) to strike up an extended conversation between the education and reserve population to develop a precise analysis of the situation of the reserve population.
 - ii) to document the historical-social reality of the reserve population.
 - iii) to present "mirrors" to a specific group in order to reflect both their situation and their perception of the situation.
 - iv) to carry out research and analysis (by a work team) at the reserve level.
 - v) to establish strong links between the program of popular education and the present Native Communications Society, the MACS and the Land and Treaty Research Committee to ensure that their resources are drawn upon.
 - vi) to establish work team which act as practitioners. The work teams will apply the principles of popular education to bring about a condition of knowledge in the group about their social/economic reality and the actions to change that reality.
 - vii) to develop a theory of change and a thorough analysis of the overall situation of Indian people in order to commence the education work with specific groups. It is understood that the theory and analysis will change and develop as the interaction with reserve groups increases.
 - viii) to ensure that reflection and analysis become a permanent part of all action and work undertaken by Indian people.
 - ix) to focus education efforts at the social, as distinct from the individual or interpersonal, level.

OBJECTIVES RE WORK TEAMS' ORGANIZATION

1. There will not be one worker per reserve.
2. One work team to be responsible for work on several reserves.
3. Work team will not be subject to control of one chief or council, although they would not be able to operate on a reserve without the support of the elected leaders.
4. Require public documentation of work of work teams.
5. Work teams to conduct work in MicMac.

OBJECTIVES RE DUTIES AND THRUST OF THE WORK TEAM

1. Program to begin work with groups who have a commonality of interest and who are distinguished by their similar place within an institution or social system.
2. Decision as to who to work with must be made against the board objectives of the N.S. Indian community as expressed through the leaders and chiefs as a whole.
3. Work to be entered into only after the minimum conditions of work are present (time frame, size of group, etc.).
4. Attempt to obtain some minimal non-cash investment by the group to be work with (revising of meeting place, etc.)
5. In most cases, a team will only work with a group that has made the request.
6. Any work done on a reserve to have sanction of chief and council.
7. Work teams to decide on which reserves to work; based on more criteria than either population size or reserve units.
8. Research and production of materials to be a continual job of the work teams.
9. Work is to focus on:
 - i) economic development committees, cooperative projects and small businesses and job training
 - ii) educational system
 - iii) local government.

FUNCTIONS OF WORK TEAM AS SET OUT IN APPENDIX 1,
INTERIM REPORT, APRIL 6, 1978

1. Study of the various areas of cultural, educational and historical background concerning Aboriginal Title and Rights in respect to the Micmac way of life.
2. Become familiar enough with various Organizations (i.e., U.N.S.I., Indian Affairs, etc.) that someone or Bank can turn to them for assistance in any field.
3. To familiarize the Native people with the Indian Act as it relates to their everyday activities. The main point will be to encourage the people to cooperate in the pending revision of the Indian Act with their Indian Act Liaison Worker, Joseph B. Marshall. The teams will, in turn, ensure that all developments at the national and provincial levels will be made known to them.
4. Render assistance to individual social councillors or any Band staff members who wish to make a profile of their respective communities. This profile can be on any category, namely: employment, education, recreation, housing, culture aspects, health and welfare, social economics, etc.
5. Learning how to be Native Facilitator to help Native people follow up on grievances with Indian Affairs, Band Councils and/or other agencies.
6. All work conducted with the understanding that the Band Councils will have jurisdiction over the Popular Education Workers on their respective reserves and work will be done in cooperation with the Councils and will not be undertaken without their prior knowledge and consent.

STATED OBJECTIVES FROM AGREEMENT between Department of
Indian Affairs and Union of Nova Scotia Indians.

OVERALL OBJECTIVE

- . To present a Popular Education Program for the general benefit of the Indians in those communities in Nova Scotia as agreed upon by the Union of N.S. Indians and the Regional Director General, Atlantic Region to include the following:
 - i) to prepare socio-economic profiles of designated reserves based on formal research from secondary sources, and informal research done at the Reserve level.
 - ii) to undertake popular research aimed at:
 - . distinguishing specific groups of reserve interests
 - . identifying their interests, attitudes, relationships, and their objectives.
 - iii) to develop, collect and distribute materials for use in reserve popular education programs.
 - iv) to supply assistance and supportive services to groups of local residents who wish to organize themselves to take effective local action on local problems, in accordance with popular education methods.

IMPLIED OBJECTIVES FROM AGREEMENT (expected to be shown in
6 monthly progress reports)

- i) To increase capacity of groups of Reserve residents:
 - to identify their powers and responsibilities
 - to clarify their objectives
 - to reduce group conflicts
 - to increase group participation
 - to take action on problems in the areas of health, education, economic development, social stability and political decision-making.
- ii) To increase inter-reserve communication, contact and resource sharing.
- iii) To produce regular and detailed work plans, analyses and program reports.
- iv) To hold training sessions and workshops.

DATE: June 16, 1978

LOCATION: Shubenacadie Reserve

PRESENT: Stu Killen - Program Coordinator

Matthew Francis - Work Team Member

Wallace Nevin - Work Team Member

Bernard Knockwood - Work Team Member

Will Basque - Researcher

Band Chief and Council of Shubenacadie Reserve

Anne Martell - Development Planning Associates Limited

The purpose of the meeting was to obtain the approval of the Shubenacadie Band Chief and Council for the introduction of the Popular Education Program to the reserves. A meeting had previously been set for June 14, for this same purpose. Upon arrival of the group to the reserve, it was learned that the Chief would be absent, thereby cancelling the meeting. (This is one of the difficulties that the Work Team has been encountering in initiating the Program on the reserves.)

The meeting opened with Stu Killen, the Coordinator of the Program, giving a brief description and explanation of the Program to the Band Chief and Council. Points brought out were as follows:

- The Program was introduced to the Department of Indian Affairs through the Union of Nova Scotia Indians;
- The Program is to operate through work teams and not with only one worker per reserve; and
- The Program can be terminated at any time.

The Coordinator continued by saying that he and the work teams would like a chance to work within the community with the Chief and the Council and other groups to see if people can become more aware of the community. He stated that the focus of the work teams would be on four major areas:

- Community profiles,
- Land claims,
- By-Laws, and
- Setting up or working with existing committees.

Members of the Council expressed interest in both the drawing up of community profiles and work on land claims. In particular, Council members were interested in learning about 85 acres which had been lost to the reserve, but which could possibly be returned to them through a land claim. It was apparent at the meeting that a number of the Counsellors were not aware of their right to these 85 acres. The Coordinator was asked by a Band Counsellor if the work teams, with the assistance of the Research Department of the Union, could be available to give assistance in the pursuit of this claim. The question was raised, "How long would it take to get some negotiations going?". The Coordinator answered that while information could be gathered on the claims in two or three weeks, realistically speaking, it would take a longer period to get the legal process underway. The meeting then turned to a discussion of what a community profile would entail. The approach to be taken in drawing up the profile would be positive; that is, the reserve would be looking at what can be done. In the past, the Department of Indian Affairs has generally adopted the negative approach; that is, what's not in the community. The plan would project ten to twenty years into the future. From projected population figures, needs could then be determined in the way of education, housing, health facilities, recreation. The result would be that more people on the reserve would have information about their community. It was stressed that the community profiles would not guarantee more employment. The idea is to gather together information and give it to the Band Council so that reserve residents would come to know and understand what's in their community. The community profile would also contain a complete history of the reserve. The point was raised that one of the concerns of the people involved in the program is that government documents have not always gotten their facts straight. By reserve residents themselves drawing up their own community profile, this weakness is removed. The Band Council was asked if they could prioritize the areas in which they would like to see the Program focus. The Chief replied that it would be perhaps more useful for

priorization to occur once work had begun on the various areas so as not to get restricted before all the possible options were known. The Chief then asked if the Band Council was happy with accepting the introduction of the Program to the reserve. All agreed and Wallace Nevin and Bernard Knockwood were named as the Program's contacts for the Shubenacadie reserve.

DATE: June 20, 1978

LOCATION: Membertou Reserve, Sydney, Cape Breton

PRESENT: Stu Killen - Program Coordinator

Barb MacDonald - Assistant

Work Teams

Wallace Nevin

Walter Bernard

Matthew Francis

Bernard Knockwood

Charlie Herney

Researchers

Devid Gehue

Pauline Lewis

Will Basque

Anne Martell - Development Planning Associates Limited

PURPOSE: Monthly Staff Meeting

DPAL Report

Anne Martell gave a brief explanation of the role of DPAL in drawing up a methodology for evaluating the Popular Education Program. A proposed methodology was run through briefly and Work Team members were asked their opinions on its workability. Draft copies of the methodology are to be sent out to each of the staff for their comments before the July 5 meeting meeting to be held in Halifax.

Atco Training

The meeting then turned to a group discussion on what had transpired at the Atco Training Session held the first week of June in Halifax. All those present felt that the training session, itself, had not been what they had expected and expressed the feelings of frustration they had experienced throughout the session. Stu explained that a situation had been set up which paralleled that of what happens when a resource comes into the reserve. He said that each of workers had felt frustration,

members must not be construed as spies.

Community Profiles

Individual workers ran through the approach they have been taking to information collection. One of the workers suggested that the total group sit down with one Eric Holsman, who works out of Indian Affairs in Amherst. He is a helpful person and has information which could be useful to the total group in drawing up community profiles. Fred Wein, with the Institute of Public Affairs, was mentioned as having completed a survey which focused on the economics of all the reserves throughout Nova Scotia. This was done in 1976/77. It was also mentioned that another survey is being done on the reserve by the Band economic council. It was agreed that at the next staff meeting all workers would bring in the information they have compiled to date for the community profiles. This is particularly important as the next month's reports have to include a status report on the community profiles.

Youth Opinion Survey

David Gehue then gave a rundown on the work he has been doing on the survey. So far, he's been to five reserves out of the twelve and has a breakdown of the first return from the Shubenacadie reserve. Out of 16 returns from girls, the five major problem areas cited are:

- alcoholism,
- lack of recreation,
- no buildings or facilities for programs,
- not enough children's programs, and
- no winter works for youth.

Out of 17 responses from boys, the major problem areas were cited as:

- alcoholism,
- inadequate work programs,
- inadequate winter work programs,
- too few youth interested in education and professional fields.

but used different techniques with dealing with it. All the workers present had been looking to Stu as the "leader." Stu stressed, however, that the decision to hold the training session had not been solely his, but had been that of the total group. Therefore, any decision to end the session should have come from the total group. The lesson from the session was that the workers had reacted in the same way that a community would act. The group then had to look at "Why we felt we couldn't tackle that group of people." Discussion then followed. It was stated that Indians will fight amongst themselves, but because of their conditioning have traditionally accepted authority from the Whites (in this case, Stu, the Atco Trainers). All present assured Stu that that experience would not be repeated. It became apparent through discussion that learning came after the training session; that is, by sitting down and discussing the reasons for the frustration and inability to act on the frustration.

The group then discussed setting up a third training session to be led by Frontier College. It was agreed that Frontier College be invited down during the summer months to discuss what approach would be taken if the training session were to be set up in mid- or late September. The general approach adopted by Frontier College with respect to training is that of "problem solving". This is not an abstract approach as is adopted by Atco. For example, Frontier College will look at how to deal with communication problems existing among groups.

Monthly Reports

Each of the workers are to complete monthly reports. After July 5, these reports are to follow a format as agreed to after an evaluation methodology has been adopted. It was agreed that keeping daily diaries would be useful in drawing up these monthly reports. Concern was expressed that Chiefs and Counsellors might feel threatened if they saw their names appear on the forms as suggested by the evaluation methodology. Stu stated that it be important, however, that a record of decision-makers and decisions be kept. The matter of confidentiality is clearly essential to the Program. On the other hand, the work team

The age breakdown on these returns was: for girls - 13 to 18 years; and boys 13 - 17 years. The aim of the survey is to start the wheels in motion for better communication and minor developments. After all the surveys are completed, the results will be presented to both the Union and the individual Band councils. Then, planning committees will be set up on the reserves to deal with the problems which have been identified. These councils will be composed of young people, parents and political members; i.e., Band Counselors. Once these committees are set up, hopefully a provincial committee would be set up to gain a total view. Attention will be particularly focused on the Eskasoni reserve, as 65 percent of its population is 25 years and under.

Next Meeting

The next monthly staff meeting is set for July 6, 1978 to be held in the boardroom at Development Planning Associates Limited in Halifax.

OBSERVATIONS

The staff meetings appear to serve a useful purpose. Work Team members all provided input, accepted and gave positive criticism and kept notes. The overall feeling received was that of a team effort. The comment was made by one work team member that the community profiles, in particular, are proving to be a learning experience for the Work Team. This is an important observation in evaluating the Popular Education approach.

APPENDIX C
DATA COLLECTION INSTRUMENTS

POPULAR EDUCATION ACTIVITY FORM

ACTIVITY NAME:

DATES WHEN DATA
WERE RECORDED:

1. ACTIVITY DESCRIPTION (A BRIEF GENERAL DESCRIPTION
OF THE ACTIVITY)

2. RELEVANT BACKGROUND INFORMATION (INCLUDES A DESCRIPTION
OF THE NEED OF THE ACTIVITY, WHO IDENTIFIED THE NEED,
PREVIOUS WORK ON ACTIVITY)

3. INVOLVEMENT OF WORK TEAM (DESCRIBE HOW DECISION
ARRIVED FOR WORK TEAMS TO BECOME INVOLVED IN ACTIVITY)

4. ROLE OF WORK TEAM

5. PLAN OF IMPLEMENTATION

6. RESOURCES DRAWN UPON (SITE ALL GROUPS, GOVERNMENT DEPARTMENTS, ORGANIZATIONS WHICH HAVE ASSISTED ACTIVITY)

7. CONTACT WITH OTHER RESERVES

8. RELATIONSHIP TO PROGRAM OBJECTIVES

DETAILED PROGRESS

DAY	MONTH	YEAR	ACTIVITY	DISCUSSION/ACTIONS/DECISIONS



MEETING FORM

DATE:

LOCATION OF MEETING:

NUMBER OF RESERVE
POPULATION PRESENT:

NUMBER OF COUNCIL
PRESENT:

CHIEF PRESENT:

NUMBER OF WORK TEAM
MEMBERS PRESENT:

PURPOSE OF MEETING:

1. WAS THERE AN AGENDA?

2. WAS AGENDA ADHERED TO? (If no, variations and why)

3. WHAT ITEM(S) TOOK BULK OF MEETING?

4. WHAT DECISIONS WERE MADE?

5. ANY ITEMS RELEVANT TO SPECIFIC ACTIVITIES OF POPULAR INDIAN EDUCATION PROGRAM? DESCRIBE.

6. DISCUSSIONS LED BY:

7. MOTIONS MADE BY:

8. SUMMARY OF MEETING

WORK TEAM DIARY

(to be completed by individual Work Team members)

DATE:	PEOPLE/GROUP (S) CONTACTED	PURPOSE OF CONTACT	MEETINGS HELD	PURPOSE OF MEETING	DISCUSSIONS	ACTION TAKEN	AMOUNT OF TIME TAKEN	COMMENTS

MONTHLY STAFF REPORT
WORK TEAM MEMBERS, COORDINATOR

1. Describe objectives of workers.
 - (a) What are objectives?
 - (b) How do they relate to past month's activities?
 - (c) Difficulties encountered in reaching objectives?
2. Describe the methods the workers are using (with individuals, groups, councils).
 - (a) Describe what you are doing.
 - (b) Quantitative data - No. of people contacted, no. of people at meeting, resource people contacted.
 - (c) Qualitative data - Describe the group(s) you are dealing with (age, sex, occupation, leadership, commonality of interest, etc.)
3. Describe reserve population's relationship to workers.
 - (a) What time is involved by reserve group in activities of Program?
 - (b) What degree of commitment has reserve population given to the Program (buildings, supplies, etc.)?
 - (c) What are reserve population's objectives?
4. What was actual outcome of past month?
 - (a) How far did you go in reaching your objectives to date?
 - (b) What problems have come up; were they solved and how?
 - (c) What follow-up was decided upon?

TIME SHEET

Time Sheet- Week Ending								
Specified Activities Identified by Reserve	MON	TUES	WED	THUR	FRI	SAT	SUN	Total
e.g. land claims								
Production of Research Material (specify)								
e.g. Community Profile								
Meetings: Staff, non staff								
PROCESS MEANS								
talking with reserve population								
looking up information								
helping write up info.								
tea								
travelling								
other (specify)								
OTHER								
administration								
sick leave								
vacation								
leave without pay/special								
TOTAL								

APPENDIX D

PROJECT TEAM RESUMES

RICHARD HIGGINS

EDUCATION

B. Comm. Economics, University of New South Wales, Australia.

PROFESSIONAL
HISTORY

1973-

President of Development Planning Associates Limited. Consulting assignments include: advisor on regional development policy and programs to several provincial governments; program development and negotiations for regional development programs in Newfoundland and Labrador; preparation of a five year tourism development plan for PEI; Program Director for the redevelopment of the Toronto Harbourfront; preparation of a development strategy for the Halifax Waterfront; direction of major program evaluation studies in manpower and rural development in Nova Scotia, P.E.I. and Labrador; policy paper on a national tourism information/reservation system; management consulting assignments; preparation of a major tourist development strategy for Newfoundland and Labrador; various tourism development and hotel feasibility projects; and impact assessment and preparation of provincial negotiating strategy on the Alcan Pipeline Project. Full responsibility for company development.

1971-1973

Deputy Minister of Development and Executive Secretary to the Planning and Development Board of PEI. Directly responsible for the integration and management of the P.E.I. Comprehensive Development Plan (the only fully integrated rural and regional development plan in Canada) with an annual budget in excess of \$62 million. Responsible to Cabinet for the successful 1972 renegotiation of the Development Plan. Responsible for initiating and coordinating medium and long range planning for the Province. Sector responsibilities included agriculture, fishing, education, secondary industry, public works and highways, housing, integrated land banking and management, manpower, forestry, finance and management upgrading. Full management responsibility for the Department. Director and/or Chairman of numerous crown corporations and government agencies and committees.

RICHARD HIGGINS (cont'd)

- 1969-1971 Consultant. Undertook a variety of consulting projects for private and public sector clients. Projects included: Preparation of development strategies for two subregions within Nova Scotia; consolidation of public financial institutions within a Province; benefit/cost analysis of a major port project; and feasibility study of a food processing complex.
- 1967-1969 Economist, Economic Improvement Corporation of P.E.I. Engaged in planning and coordinating the social and physical development aspects of the P.E.I. Development Plan. Special areas of concern were education, manpower and physical resource adjustment and development programs.
- 1961-1967 Research and Special Projects Officer, Australian Department of Trade and Industry. Projects included: decentralization of industry, regional policy, tariff protection, export finance and promotion. Based successively in Sydney, Canberra and London, England.

02/78

ANNE MARTELL

EDUCATION

B.A., University of King's College
M.A., Sir George Williams University
Dalhousie University

PROFESSIONAL
HISTORY

1977-

Junior Consultant with Development Planning Associates Limited. Projects include working on evaluations of the Newfoundland-Labrador, Nova Scotia and Prince Edward Island Community Employment Strategy programs; Downtown Dartmouth Planning Study; and MOSST's Conserver Society Conference.

1976-1977

British and American literature professor to Portuguese-speakers at Centro Cultura Anglo-Americana, Rio de Janeiro, Brazil. Shared responsibility with one other professor for restructuring literature courses, including writing introductions to material covered. Selected as teacher by Centre for Brazilian business leaders on private English teaching contracts. Acquired working knowledge of Portuguese. English teacher to Spanish-speakers at Columbo-Americano, Bogota, Colombia. Was responsible for all courses - first level to conversation. Selected as teacher by Centre for Colombian business leaders on private English-teaching contracts. Acquired working knowledge of Spanish.

1975-

Undertook original research in Trinidad on post-graduate level. Included studies on Canadian attitudes towards non-white peoples. Resulted in articles waiting to be published.

1974-1975

Worked with Company of Young Canadians in Spryfield-Halifax. Involved in tenants organizing, rent control lobbying, research and preparation of written material on housing. Member of Halifax Housing Task Force. Member of Spryfield Multi-Service Advisory Committee.

ANNE MARTELL (Continued)

1972-1974

Member of Urban Team, Ecology Action Centre, Halifax. In charge of all transportation activities of Centre. Included research in transit and preparing written material for publication. Was entirely responsible for writing, photography, lay-out, publication and distribution of Time For Transit, a publication designed to increase the public's awareness of alternative forms of transportation. Involved in lobbying support for MAPC's regional transportation plan. Wrote pamphlet on same. Responsible for drawing up and carrying out transportation surveys in Carson Street, Kline Heights, Jollimore and Purcell's Cove. Organized community groups to lobby for transit service in above mentioned areas. Resulted in establishment of desired service in all areas. Responsible for establishment of two-day Transportation Conference held at Nova Scotia Technical College. Speakers came from Toronto and Halifax. Member of Halifax Downtown Advisory Committee. Wrote and lobbied for amendments to Nova Scotia's Environmental Protection Act. Prepared talk and slide show to present to Halifax City Council on preservation of Bedford's Hemlock Ravine. Successful. Published several articles and one editorial in Halifax newspaper, 4th Estate, on various environmental subjects.

GORDON DITTMER

EDUCATION

B.A. Honours, Economics and Geography,
Waterloo Lutheran University
M.A. Economic Geography and Statistics,
University of Waterloo
M.Sc. Agricultural Economics, University
of Guelph
Courses in Applied Agriculture,
Kemptville College of Agricultural Technology

PROFESSIONAL
HISTORY

1977

Consultant with Development Planning Associates. Projects include a resort development program for Nova Scotia, a price competitiveness study for the Nova Scotia tourism industry, a socio-economic impact study for the proposed Fundy Tidal Power project, an evaluation of the tourist information system for Prince Edward Island, a cross-country skis, boots and bindings manufacturing feasibility study, Downtown Dartmouth Planning Study, Financial Impact Study of Development Strategies, Strait of Canso Subsidiary Agreement Evaluation, and the development of a regional planning simulation model for Nova Scotia.

1975 -

Owner/Manager of 300 acre beef farm. Successfully converted from a feedlot operation to a cow/calf operation. Responsible for all aspects of operating and managing this farming operation. Detailed analysis of the economics of purchasing machinery versus utilizing custom services. Analysis of soil capability and plant feasibility.

1975-1976

Senior Planner, Regional Municipality of Ottawa-Carleton. Responsible for the establishment of a Research and Analysis Section within the Planning Department. Directed the design, development and implementation of a regional geographic model and regional employment survey and study. Coordinated the economic and statistical input for the region's housing study, recreational and conservation study and industrial location study. Undertook general socio-economic impact studies. Provided policy advice to senior departmental members, as well as to the Departments of Works and Transportation.

GORDON DITTMER (continued)

- 1974-1975 Senior Project Studies Planner, Ontario Ministry of Transportation and Communication. Directed the economic and statistical components of provincial transportation studies. Directed the development of a provincial land use model. Directed regional economic impact studies. Advised on the implementation of the Ministry's Linear Highway Referencing System. Represented the branch on the Census Data Committee and TORPS Steering Committee. Undertook impact analysis for various highway relocation projects.
- 1973-1974 Economist, Central Mortgage and Housing Corporation. Provided economic analysis of supply, distribution and market outlook for housing on a national scale. Coordinated the development of the statistical component of CMHC's National Survey of Housing Units. Developed a computer library of analytical techniques for use with National Survey of Housing Units Data.
- 1972-1973 Head, Research and Development of Geographically Referenced Data Storage and Retrieval System, Census Branch, Statistics Canada. Directed the development of a rural geocoding methodology; retrieval and manipulation routines for the system. Assisted the Computer Cartography Section in developing the Census' computer mapping program.
- 1970 Research Assistant, Dr. D. Steiner. Assisted in the development of an automated information system designed to store, retrieve and map remotely sensed data received from the Earth Resources Technology Satellite "A" Program.

01/78