

**Evaluation Branch
Corporate Policy**

**Direction de l'évaluation
Orientations générales**

AN ASSESSMENT
OF
BAND WORK PROCESS



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AN ASSESSMENT
OF
BAND WORK PROCESS

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for:

The Program Evaluation Branch
Department of Indian Affairs and Northern Development

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EXECUTIVE SUMMARY

This report presents an assessment of Band Work Process (BWP) and its contribution to Indian community development. It also present recommendations on how BWP and other similar initiatives can be improved to make them more developmental in their approach and implementation.

The report is based upon data collected during a national study of developmental initiatives which employ Social Assistance Program funds. The study, a component of a national review of the Department's Social Assistance Program, examined the Band Works Process, the Work Opportunity Program and various regional work incentive schemes. It involved five intensive, regional studies conducted in the Alberta, Atlantic, Quebec, British Columbia and Manitoba Regions. This was supplemented by visits and inquiries in the Yukon, Saskatchewan and Ontario Regions to ensure that the study has a national perspective. Additional insight into BWP was obtained from two community case study reports.

The objectives of this report are as follows:

1. to present an assessment of BWP and its contribution to Indian community development;
2. to examine some fundamental questions regarding the nature of Indian community development and the roles of the Department and Indian communities in this process; and
3. to recommend actions which will result in a more effective developmental approach to Indian communities.

It is hoped that this report will provide some additional insight into the implementation of the Department's socio-economic development strategy which is based upon strengthened Indian government, community-based planning and development and new advisory and facilitating roles for the Department.

The five intensive, regional studies were conducted by a team consisting of a consultant from the Bureau of Management Consulting, Department of Supply and Services, a staff member from the regional office of the region being studied and one or two researchers from the Indian community of the region. The consultant was responsible for organizing the studies,

under the general direction of the staff of the Department's Evaluation Branch, and preparing final reports. Regional staff and Indian researchers were involved to provide liason with Departmental offices and Indian communities and to introduce a balanced point of view on the subjects covered. The work involved visits, discussions and extensive data gathering at regional and district offices and in Indian communities which were involved with the developmental initiatives being reviewed.

Work in the remaining Ontario, Saskatchewan and Yukon Regions took a different approach. It consisted of presentations of findings of previous studies to regional staff and members of the Indian community and further discussions and inquiries to assess whether there were any significant differences in these regions from the broad national picture. As no significant differences were apparent in the situations of these regions with respect to the developmental initiatives being reviewed, data gathering of the same scope and magnitude of the previous studies was not undertaken there.

ASSESSMENT OF BWP

BWP has broad objectives aimed at the generation of employment opportunities and the provision of facilities and services to Indian communities. These objectives are quite similar to those of WOP which preceded BWP. BWP, in addition, has process-related objectives to facilitate community employment planning and to develop more responsive and co-ordinated programs and delivery systems. The ultimate goal of BWP is to contribute to individual and community self-sufficiency.

A development fund was initially established for BWP at departmental headquarters. The fund was to supplement funds from other sources to support a Band's community employment plan. One of the funding sources that BWP can draw upon is the Social Assistance Program. The entitlements of Social Assistance recipients can be transferred into the funds pooled under BWP if such individuals were hired to participate in the Band's community development plan.

In its original concept, BWP was intended to support Bands in establishing comprehensive community development strategies. Long-term employment creation and other benefits were to result from the implementation of these strategies. This more comprehensive approach, although implied, was never formally stated in the national guidelines for BWP.

The achievements of BWP with respect to its stated objectives have not yet been very significant. This is, however, difficult to assess more precisely as BWP's objectives have never

had specific, quantifiable values attached to them. Based upon the data collected in the five regions covered by intensive studies, these achievements are summarized as follows:

1. Generation of Employment Opportunities

BWP has provided employment opportunities to an equivalent of 2.8% of the Social Assistance caseload over the three year period 1976-77 to 1978-79. The average duration of the work experience provided under BWP ranged from 15 to 52 weeks. BWP projects concentrated primarily on revenue producing activities with housing and community infrastructure taking a secondary position.

2. Provision of Facilities and Services

Over the period 1976-77 to 1978-79 about \$25.3 million was provided under BWP to fund various community development activities. Of the development projects funded, some 45% involved community infrastructure. The remainder were directed towards revenue producing enterprises, planning and training and social and cultural activities.

Of the total \$25.3 million provided through BWP, 12% came directly from BWP supplements and 17% came from the Social Assistance Program in the form of transfers. The remaining 71% was provided from a variety of sources including Departmental programs, other federal departments, provincial programs and Band funds. Band funds made up the largest portion of these sources, accounting for some \$9 million or 36% of the total funding involved. It was felt, however, that this last 71% of funding would have been provided to communities even if BWP had not been in effect.

3. Community Employment Planning

Less than 10% of the Bands participating in BWP produced comprehensive community employment plans based upon a community development strategy. Although many of the activities undertaken had implications which extended well beyond a one year time horizon, few of the plans actually produced projected employment activities or the costs related to them over more than one year.

4. Coordination of Funding

A co-ordinated approach to funding community development strategies under BWP was not evident. This applies to both inter-program funding co-ordination within the Department and co-ordination among other federal and provincial funding sources. Usually Departmental program funding was provided independently through established program channels and co-ordination of these funds was left up to Bands.

5. Individual and Community Self-sufficiency

The extent to which BWP achieved its ultimate goal of individual and community self-sufficiency is not clear. About 31% of the Bands have obtained some experience in planning and implementing projects funded through BWP. The level of experience varied widely and only a limited number of Bands were able to sustain a long term involvement in these initiatives.

The number of permanent jobs that were created with BWP could not be determined because employment creation statistics are not collected in any systematic or consistent manner. Similarly, the amount of revenue generated from enterprises supported by BWP could not be determined due to a lack of collected data.

BWP provided employment opportunities to 2.8% of the total Social Assistance recipient population. Although this contributed to developing work skills and habits among recipients, the overall effect on reducing Social Assistance dependency is not likely to be very significant. This is due to the generally short-term nature of the work provided and the small proportion of the recipients involved.

KEY PROBLEM AREAS IDENTIFIED

The following key problem areas were identified in the implementation and operation of BWP.

1. Management of Developmental Initiatives

The basic elements of sound management are not very well established in BWP. While broad objectives for BWP have been identified, specific, measurable indicators for the achievement of these objectives have not been developed. The process of achieving these objectives has not been well defined. Roles and responsibilities for the implementation of the developmental initiatives are not

clear. Accurate plans of the human and financial resources needed to support the initiatives were not prepared. Systematic measurements of the benefits arising from BWP have been attempted but have not yet yielded meaningful results.

2. Department's Program and Organization Structure

The breadth, complexity and segmentation of the Department's programs, overlaid upon a highly decentralized organizational structure, provides a difficult context within which to effectively manage BWP.

BWP is integrative in nature and has an impact which crosses many existing program boundaries. It also relies on existing program areas for most of its staff support and funding. The tendency, however, was to protect existing program boundaries and this frustrated the co-ordinating objective of BWP.

3. Funding of BWP

Funding for BWP and other developmental initiatives is being constrained in many ways. These include government spending restraints, a large and rapidly growing proportion of the Department's budget being consumed by non-discretionary expenditures and the inability of the Department to justify increases in developmental funding in terms of the benefits received. Community development is a long-term process requiring a long-term plan and perspective. The focus of the government's planning and budgeting has been short-term, without due regard for longer term implications.

4. Use of Social Assistant Program Funds

Social Assistance recipients who obtain employment through BWP initiatives are not removed from Social Assistance rolls in order to ensure a continuity of funding for BWP. Removing these individuals from Social Assistance rolls results in a reduction in the subsequent year's Social Assistance budget because it is based upon past year's caseload volume and unit costs. To compensate for this reduction, funds would have to be sought from discretionary programs. Such funds are generally much more difficult to obtain than those from non-discretionary programs like Social Assistance.

This results in a disincentive to reduce Social Assistance caseloads, a distortion in caseload statistics and

a blurring of accountability for the use of discretionary and non-discretionary funds. Also, maintaining individuals on Social Assistance roles while employed may actually be reinforcing a feeling of depending on Social Assistance. It may also be detracting from an individual's self-esteem, particularly in those regions where Social Assistance has a definite negative stigma attached to it.

5. Inter-Departmental Co-ordination

Effective inter-departmental co-ordination of government programs directed at Indian communities has not been achieved through BWP.

The amount of funding provided to Indian communities through CEIC and DREE employment and economic programs is roughly twice that channelled to these communities through BWP over the period 1976-77 to 1978-79. Only a small portion of the CEIC or DREE funding was actually co-ordinated through BWP. Application and reporting requirements for BWP apparently overlap those of other federal department programs, burdening the administration of Indian Communities.

BWP may also have a significant impact upon Unemployment Insurance payments due to the relatively short-term and cyclical nature of the employment provided. Efforts to take into account the impact of BWP on UIC payments have not been made.

6. Advisory and Facilitating Process

Virtually no material specifically for Indian communities has been written by the Department explaining BWP. The approach to promoting BWP has generally been passive. Less developed communities have not been heavily involved.

Many of the activities funded through BWP fell into sectors such as forestry, agriculture, ranching, fishing, trapping, tourism, craft industries and retailing. While there were some sectoral organizations, agencies and programs in place in certain regions for agriculture, fisheries, trapping and arts and crafts, for the most part a structured approach to providing specialist advice and support along sectoral lines has not been evident.

7. The Developmental Gap

BWP has not yet provided significant developmental gains for Indian communities. The approach generally taken under BWP tended to be short-term, uncoordinated and project-oriented, stressing employment generation and the provision of facilities and services. The linkage between BWP and the Social Assistance Program appears to be more problematic than genuinely beneficial for the development of individuals and their communities.

These findings point to a significant gap in the approach and implementation of BWP. It lacks a comprehensive approach to community development which is clearly aimed at the whole social, cultural and economic development of a community.

ESSENTIAL ELEMENTS FOR A DEVELOPMENTAL POLICY

The following essential elements for a developmental policy relating to Indian communities were defined to provide a conceptual basis for the recommendations contained in the report:

- ° development must be directed from within the community, based upon a recognition of the potential for growth and the willingness to achieve it;
- ° the development of a community must be planned in a comprehensive manner by that community so that the social, cultural and economic implications are recognized, articulated, understood and accepted by its members;
- ° resources and assistance must be provided by the Department, as well as other government agencies, in a manner that responds to the community's plan and facilitates its development; and,
- ° the ultimate goal of the development must be the increased self-sufficiency of Indian people.

What is key in this concept is that the development must be comprehensive, addressing in a cohesive manner all aspects of the development of a community. It is not just a collection of programs which are delivered in isolation from one another.

A developmental attitude is also important. This involves an orientation which facilitates development of a community in a direction which the community - not the Department - sees as desirable and possible.

SHORT-TERM RECOMMENDATIONS

A number of short-term recommendations are made with respect to BWP. These include the following:

1. Integrate WOP with BWP.
2. Break the financial linkage between BWP and the Social Assistance Program, allowing the Program to pursue its prime objective of providing for the basic needs of individuals.

Begin by phasing out Social Assistance transfers tied to individual recipients through block transfers of Social Assistance funds. Subsequently, when arranging for the financing of the Social Assistance Program and BWP, insure that additional BWP supplementary funds will be made available as Social Assistance caseloads and expenditure reductions are achieved.

This provides incentives to reduce Social Assistance caseloads and results in a clearer accountability for the use of both Social Assistance and BWP supplementary funds.

3. Revise BWP guidelines to clearly reflect the objective of supporting comprehensive community development strategies.
4. Define organizational roles and responsibilities for BWP more clearly.
5. Integrate Regional submissions for BWP supplementary funding with the normal budgetary process.
6. Begin at the headquarters level to consult more closely with other departments to better co-ordinate developmental programs.

LONG-TERM RECOMMENDATIONS

The above short-term recommendations are only interim measures. The current organization and program structure of the Department places heavy constraints on the ability of BWP

to achieve its objectives. More fundamental measures are necessary. The following long-term recommendations for a Band-centred approach to the developmental initiatives of the Department are made with this point of view in mind.

1. Help communities establish basic pre-requisites for comprehensive community development strategies. These include an understanding of their local economies, the human and natural resources available to them and their cultural, social and economic objectives.
2. Develop an information system providing comprehensive indicators of the socio-economic conditions on reserves. This will allow the achievements of the Department in improving the overall conditions on reserves to be monitored.
3. Individual Bands, not programs, should be the focal point of the Department's planning, budgeting and monitoring process. Each Band should have a community development strategy. Its formulation should be an integral part of the budgeting process. District, regional and national plans, budgets and evaluation reports should be aggregates of those of individual Bands. Discretionary funding allocation strategies should take into account the return discretionary funds would obtain in reducing non-discretionary (remedial) expenditures such as Social Assistance. Indian communities and other federal departments should be intimately involved in the planning, budgeting and evaluation process.
4. A standardized Band budget and accounting package should be established that would assist Indian communities in monitoring all government funding flowing into its community, whether Band or Departmental administered. Revenues generated by the Band from other sources should also be included.
5. Three main streams of information should be collected and integrated to form a basis upon which Departmental performance at district, regional and national levels can be determined and budgets for future expenditures established. These include: annual Band audits; an annual report by the Bands of achievements with respect to their development strategies; and, data from the socio-economic information system discussed above.
6. To follow through with the Band-centred approach recommended, consideration should be given to altering

the organization structure at the local level. One individual or a small team should be assigned responsibility for the provision of all Departmental services and resources. These individuals or teams should be able to draw on sectoral or specialist groups established within the Department to support them.

The above recommendations outline a Band-centred, developmental approach to Indian communities and provide a framework of accountability which runs unbroken from the local level to the most senior levels of the Department. The approach requires further study and refinement through extensive consultations with Indian community members and Departmental staff. Consideration could be given to initially implementing the approach on a district or regional basis. Strong leadership, commitment and support from the Indian community and the Department are essential.

TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	i
I. INTRODUCTION	1
A. Objective of Report	1
B. Background	1
II. ASSESSMENT OF BAND WORK PROCESS	3
A. Description of BWP	3
B. Assessment of Achievement of Objectives and Examination of Underlying Assumptions	7
C. Assessment of Achievement of Ultimate Goal - Individual and Community Self- Sufficiency	15
III. KEY PROBLEM AREAS IN BWP	17
A. Management of BWP	17
B. Departmental Program and Organizational Structure	22
C. Funding Developmental Initiatives	24
D. Use of Social Assistance Program Funds	26
E. Inter-Departmental Co-ordination	27
F. Advisory and Facilitating Process	29
G. The Developmental Gap	31
IV. RECOMMENDATIONS FOR THE FUTURE	32
A. Short-Term Recommendations	32
B. Long-Term Perspective	38
REFERENCES	54

APPENDICES

- A. National Guidelines for the Band Work Process
- B. Average Duration of Work Experience Provided through WOP/BWP Projects
- C. Summaries of WOP/BWP Activities, 1976-77 to 1978-79
- D. Summaries of Funding Sources for WOP/BWP and Social Assistance Expenditures and Caseloads, 1976-77 to 1978-79
- E. Community Employment Plans Produced through BWP
- F. Band Involvement in WOP/BWP
- G. CEIC Funding to Native People, 1976-77 to 1979-80

I. INTRODUCTION

A. OBJECTIVE OF REPORT

The objectives of this report are as follows:

1. to present an assessment of Band Work Process (BWP) and its contribution to Indian Community development;
2. to examine some fundamental questions regarding the nature of Indian community development and the roles of the Department and Indian communities in this process; and
3. to recommend actions which will result in a more effective developmental approach to Indian communities.

It is hoped that the report will provide some additional insight into the implementation of the Department's socio-economic development strategy. This strategy is based upon strengthened Indian government, community-based planning and development and new advisory and facilitating roles for the Department.

B. BACKGROUND/APPROACH

This report is based upon data collected during a national study of developmental initiatives which could draw upon Social Assistance Program funds. Also two community case studies^{1,2} commissioned by the Department were reviewed to supplement the data gathered and to obtain additional insight on the experiences of communities with BWP.

In the summer of 1978, the Program Evaluation Branch of the Indian and Inuit Affairs Program began a national review of the Social Assistance Program. This review was initiated based upon widespread concerns about the rate of growth of Social Assistance expenditures, the number of people who are dependent upon Social Assistance, the way the Social Assistance Program is being delivered and the effects of Social Assistance on the Indian people, in light of their needs and priorities. One of the important concerns expressed in the preparation of the review was the developmental use of Social Assistance Program funds. This concern formed the Developmental applications component of the review.

Band Works Process (BWP) along with the Work Opportunity Program (WOP) and various work incentive provisions of the Social Assistance Program were identified for study as the

prime developmental initiatives which could draw upon the Social Assistance Program for funding support.

These initiatives were studied intensively in the Alberta, Atlantic, Quebec, British Columbia and Manitoba Regions. The study team consisted of a consultant from the Bureau of Management Consulting, Department of Supply and Services, a staff member from the regional office of the region being studied, and one or two researchers from the Indian community of the region. The consultant was responsible for organizing the studies, under the general direction of the staff of the Department's Evaluation Branch, and preparing final reports. Regional staff and Indian researchers were involved to provide liason with Departmental offices and Indian communities and introduce a balanced point of view on the subjects covered. The work involved visits, discussions and extensive data gathering at regional and district offices and in Indian communities which were involved with the developmental initiatives being reviewed.

The work in the remaining three regions, Ontario, Saskatchewan and Yukon, consisted of presentations of findings of previous studies to regional staff and members of the Indian community and further discussions and inquiries to assess whether there were any significant differences in these regions from the broad national picture. Since the situation in these three regions was quite similar to that of regions examined previously, data gathering of the same scope and magnitude of the previous studies was not undertaken there.

II. ASSESSMENT OF BAND WORK PROCESS

A. DESCRIPTION OF BWP

1. BWP Objectives

BWP was initiated in 1976. It has broad objectives which are aimed at the generation of employment opportunities and the provision of facilities and services to Indian communities. In addition, BWP has process-related objectives to facilitate community employment planning and to develop more responsive and coordinated programs and delivery systems. These objectives and the assumptions underlying them are shown in Tables II-1 and II-2 respectively. A more detailed description of BWP is provided in the national guidelines shown in Appendix A.

In its original concept, BWP was intended to support Bands in establishing comprehensive community development strategies. Community employment plans, long-term employment and other benefits were to result from these strategies. This more comprehensive approach, although implied, was never formally stated in the guidelines. An examination of the underlying assumptions of the BWP objectives given in Table II-2 shows that a comprehensive community development strategy is, however, a key prerequisite to the development of comprehensive employment plans.

The Work Opportunity Program (WOP), a precursor to BWP established in 1972 has some features which are similar to BWP. These similarities include: the objectives of providing employment opportunities, facilities and services to Indian communities; the ability to draw upon Social Assistance Program funds; and the use of various other sources of funding supplemented by a special development fund to support Band initiatives.

BWP is more ambitious than WOP for two main reasons. First, it is aimed at assisting Bands to develop comprehensive community employment plans as opposed to individual projects. Second, it is intended to develop a more responsive and coordinated program delivery system through the consolidation of various funding sources. Also, there are some differences between WOP and BWP in the conditions for the use of Social Assistance Program funds.

TABLE II-1

EMPLOYMENT/FACILITIES/SERVICES OBJECTIVES
OF BWP AND UNDERLYING ASSUMPTIONS

OBJECTIVES

- ° generation of employment opportunities to enhance employability.
- ° provision of facilities and services to communities.

ASSUMPTIONS

- ° knowledge and understanding of BWP by Department staff and the communities they serve
- ° ability on the part of communities to identify or develop employment activities and/or ability of the Department to assist communities in this process
- ° ability of the Department to provide funding and other support for these activities
- ° resources provided to communities are used more productively.

TABLE II-2

PROCESS-RELATED OBJECTIVES OF BWP
AND UNDERLYING ASSUMPTIONS

OBJECTIVES

- ° development of comprehensive and integrated community employment plans
- ° development of programs and systems which provide resources in a more co-ordinated and responsive manner.

ASSUMPTIONS

- ° key prerequisites to the development of comprehensive community employment plans are in place including:
 - understanding of local economy, its base, potential and seasonal variations;
 - knowledge of the number of unemployed employables, its base, potential and seasonal variation; and,
 - well understood and/or articulated cultural, social and economic objectives of the community and a community development strategy based upon those objectives
- ° there is a commitment by the Department to develop programs and systems which provide resources in a more co-ordinated and responsive manner.

2. Funding BWP

To support BWP a development fund was established at Departmental headquarters. It was allocated to regions based upon annual regional strategy submissions.

The development fund, once allocated, was intended to be used to supplement and consolidate other funding sources available to a Band into a single pool which would be used to support a Band's community employment plan.

One of the special funding sources that BWP can draw upon is the Social Assistance Program. The entitlements of Social Assistance recipients can be transferred into the funds pooled under BWP if such individuals were hired to participate in the Band's community employment plan.

3. Operation of BWP

The following is a brief description of how BWP is intended to operate:

- (a) A Band makes a BWP submission to regional headquarters which includes:
 - i) Band Council Resolution;
 - ii) community profile;
 - iii) 12 month community employment plan;
 - iv) detailed cost estimates; and
 - v) funding sources available to support the employment plan.
- (b) Submissions are assessed by regional staff according to broad criteria given in the BWP guidelines. If the submission is acceptable, BWP development funds are approved by the Regional Director General to fill funding shortfalls.

These supplementary funds are combined with other departmental funding sources, which are available to the Band and identified in its submission, to form a resource pool which the Band can draw on to support its employment plan.

Any non-departmental funding sources that were identified in the submission were to be individually drawn upon according to the conditions upon which they were provided.

- (c) The Band implements its plan and provides regular reports of progress and expenditures.
- (d) At the end of the 12 month period covered by the plan the Band is expected to provide an evaluation of the impact of BWP on its community.
- (e) Regions are to provide regular reports on BWP to headquarters and prepare annual strategy submissions in order to receive the subsequent year's allocation of BWP funds.

Where necessary throughout the operation of BWP, Departmental staff are expected to provide advice and assistance to Bands in the development, implementation and evaluation of community employment plans and the identification of potential funding sources.

B. ASSESSMENT OF ACHIEVEMENT OF OBJECTIVES AND EXAMINATION OF UNDERLYING ASSUMPTIONS

The following section will assess the extent to which BWP has achieved its objectives, examine the assumptions underlying them and identify some of the problems and issues involved.

All of the quantitative data presented in this and subsequent sections of the report cover the five regions of the Department (Alberta, Atlantic, Quebec, British Columbia and Manitoba) which were studied intensively. Brief reviews, presentations and discussions in the remaining three regions (Yukon, Ontario and Saskatchewan) confirmed that the situation there was quite similar to the five regions covered previously and that the conclusions drawn from the data collected generally applied to all regions.

1. Employment/Facilities/Services Objectives of BWP

(a) Generation of Employment Opportunities

BWP has provided an equivalent of 2.8% of the Social Assistance caseload with employment opportunities over the three year period 1976-77 to 1978-79. Table II-3 provides an expenditure

summary for BWP along with basic Social Assistance Program statistics for the five regions reviewed intensively.

The average duration of work experience provided BWP participants ranged from 15 to 52 weeks. The projects undertaken concentrated primarily on revenue producing activities in the natural resource sectors, with housing construction and repair activities taking a secondary position.

Appendices B and C provide further data on the average duration of the work experience provided under BWP and the type of projects undertaken. Comparative data on WOP is also given.

(b) Provision of Facilities and Services to the Community

As shown in Table II-3, over the period 1976-77 to 1978-79 about \$25.3 million was provided from various sources to support BWP activities. Appendix D gives further details on funding sources for each region along with comparative data for WOP.

About 45% of the BWP activities were directed towards housing, community buildings and general works. The remainder was directed towards revenue producing enterprises, planning and training, and social and cultural activities.

BWP supplementary funds contributed about \$3 million or 12% of the total \$25.3 million provided to fill funding gaps. Social Assistance transfers contributed another 17% or \$3.5 million.

The remaining 71% came from a variety of sources including other Departmental programs, other federal and provincial programs and Band funds. Band funds made up the largest portion of these sources, accounting for some \$9 million or 36% of the total funding involved. There is no conclusive evidence, however, to show whether or not this last 71% of the funds provided would have been made available had BWP not existed. It is likely that these funds would still have been provided to communities through normal channels.

TABLE II-3

EXPENDITURE SUMMARY FOR BWP
1976 TO 1978-79

	<u>Alberta</u>	<u>Atlantic</u>	<u>B.C.</u>	<u>Quebec</u>	<u>Manitoba</u>	<u>Total</u>
Population: - total	35,162	11,093	54,318	30,175	43,349	174,097
- on reserve	25,355	8,122	33,888	19,209	29,274	115,848
Social Assistance						
- case-months (cm)	166,330	73,288	173,076	86,785	176,969	676,448
- ave. cm/month	4,620	2,036	4,808	2,411	4,916	18,791
<u>Expenditures</u>						
Social Assistance (\$'000)	32,604	22,207	34,658	18,207	47,937	155,613
BWP						
- Total (\$'000)	2,912	1,252	5,000	4,936	11,175	25,275
- SA Transfers	970	148	919	110	2,221	4,368
- BWP Supplement	426	293	900	532	845	2,996
SA Transfers as % of Total SA Expenditures	3.0	0.7	2.7	0.6	4.6	2.8
BWP Supplement as % of Total SA Expenditures	1.3	1.3	2.6	2.9	1.8	1.9

2. Examination of Underlying Assumptions of Employment/
Facilities/Services Objectives

(a) Knowledge and Understanding of BWP

There was little or no documentation on BWP prepared specifically for Bands containing information on what BWP was about, how to apply for it and suggestions on how to implement it to achieve positive results. Most of the information that was provided to Bands was in the form of Departmental guidelines and directives. Since these guidelines have a perspective which is more relevant to Departmental organizations and staff, they probably did not convey an adequate understanding of the developmental initiatives to Bands.

The guidelines were often not completely adequate for regional and district staff either, as regional and district roles and responsibilities for the program along with administrative and reporting procedures were usually not clearly established. Also, the guidelines for BWP stressed employment generation as the main objective but did not adequately impart an understanding of the process through which employment generation was to be achieved.

(b) Ability of Communities/Department to Identify or
Develop Employment Activities

There is wide variation in the stages of development of Bands within most regions. Their abilities to identify or develop employment activities also vary depending upon numerous factors including: skills, training and experience of Band members and staff; remoteness of the communities; the level of economic activity in the area; availability of natural resources on and around the reserves; and the availability of funds to support employment generation on community works projects and from economic development initiatives.

Under-developed Bands have the greatest difficulty in identifying and developing employment activities for their members. These Bands pose the greatest challenge for the Department as well as the greatest opportunities for significant developmental gains.

The ability of the Departmental staff to assist communities to identify or develop employment activities is only as great as their knowledge and understanding of the local economy and its potential, the levels of human resources on reserves which are underutilized and the needs and aspirations of the communities which they serve. The physical remoteness of many Bands from regional and district offices makes it difficult for Departmental staff to make themselves aware of local circumstances on a first hand basis. There are no formal information systems in place to convey this information to Departmental staff in any sort of comprehensive manner.

These matters are further complicated by the fact that economic development initiatives within Indian communities aimed at long-term employment generally have a much greater chance of success if undertaken from within the community. The dilemma facing the Department is that many communities may not have the skills or resources to identify or develop employment activities for their members, yet developmental efforts initiated by Departmental staff do not appear to have a high rate of success.

(c) Ability of Department to Provide Funding

This is a time of restraint in government expenditures with budget freezes or reductions prevalent. The Department is faced with increasing non-discretionary expenditures like the Social Assistance Program which are taking up large portions of the total budget and leaving less each year for discretionary developmental programs.

Departmental managers are being placed under increasing pressure to account for their expenditures and to show results. The inability of the Department to provide clear indicators of positive results from expenditures in developmental initiatives such as BWP has prevented the Department from obtaining more funding to support them.

(d) Resources Provided are Used More Productively

As mentioned previously, BWP contributed to providing facilities and services to communities. Since the value of the facilities and services

produced under BWP was not monitored or recorded in any kind of systematic manner, an assesement of the efficiency with which these funds were used could not be determined.

How much more productively funds provided through BWP could have been employed is not clear. The key to employing limited resources productively is to apply them in a consistent and co-ordinated fashion which allows the community to grow and develop in the direction it wants to go, according to its own values and priorities. This implies that a community development strategy is in place to provide a consistent and co-ordinated framework within which to apply the resources available to a community.

Most funding provided to communities through BWP was not applied within the framework of a community development strategy. It is felt, therefore, that the funds were not used as productively as they could have had such strategies been in place.

3. Process-Related Objectives of BWP

(a) Community Employment Planning

Less than 10% of the 112 Bands that were involved in BWP in the five regions reviewed intensively produced any sort of a comprehensive community employment plan based upon a community development strategy. Few of these plans projected employment activities or the costs related to them over more than one year, although many of the projects, especially those involving revenue generating activities, had implications which extended well beyond that time horizon. Appendix E gives further details of the number of plans developed under BWP in each Region. Some Bands, which had not been involved with BWP, had produced community development plans either independently or under other Departmental programs such as the Band Economic Development Committee, Community Planning or Local Government Programs.

(b) Provision of Resources in a Co-ordinated and Responsive Manner

A co-ordinated approach to funding community employment plans was not evident in most regions.

This applies to both inter-program funding co-ordination within the Department and to co-ordination among other federal and provincial funding sources. Usually funding was provided independently through established program channels and co-ordination of these funds left up to Bands.

Part of the reason for this lack of co-ordination can be attributed to the manner in which the supplementary WOP and BWP funds were budgeted and allocated. These funds were generally considered "overtarget" items and not integrated into the normal Departmental budgeting cycle. Special submissions for BWP supplements had to be prepared by regions. The resulting delays made supplementary funding available only a few months into the fiscal year, well after most other funds had been budgeted for and committed.

Another contributor to the lack of co-ordination was the financial reporting structure. Financial officers are required to report expenditures according to program lines. If funds were combined, finance officers could not determine with certainty how those funds were actually used and would not be able to certify that statements of program expenditures were accurate.

This process was further complicated by the separate applications and reports that had to be produced for many of the funding sources available to Indian communities. Many of the data that were required by these applications and reports were common to all funding channels, yet separate documents in varying formats had to be produced.

Some bands may have the administrative staff and skills to cope with this complexity but it may place an unmanageable burden on those who are less developed in this area.

Two regions are experimenting with different approaches to co-ordinating funds and facilitating the planning process. These have taken the form of regional development funds which consolidate funds from various program areas on a regional basis and apply them to community planning and development. A pilot Zero-A Base Review which gets communities more involved in planning and assigning priorities

to district budgets was also undertaken in one of those regions.

4. Examination of Underlying Assumptions of Process-Related Objectives

(a) Key Prerequisites to Development of Employment Plans are in Place

Few communities have undertaken a comprehensive assessment of their community potential to identify what opportunities may be available for generating employment.

Systematic information on the levels of employment and unemployment and their trends along with pertinent demographic data is generally unavailable for individual communities. In many regions even data on seasonal or annual trends of Social Assistance caseloads and expenditures for individual communities are not maintained in any kind of systematic fashion. They could serve as a rough indicator of unemployment levels and trends in a particular community.

Cultural, social and economic objectives of communities are often not very well defined or understood and few comprehensive community development strategies based upon these objectives have been established.

(b) Commitment to Develop More Responsive Systems of Resource Allocation

To develop programs and systems which provide resources in a more co-ordinated and responsive manner requires that the communities being served be intimately involved in the resource planning and allocation process. Community involvement in the planning and resource allocation process for BWP has been limited.

The process has generally been "top down" and reactive rather than "bottom up" and planned.

Inter-program and interdepartmental co-ordination and planning to support BWP has not been very significant. The tendency has been to maintain and protect separate channels of delivery under established programs and not to relinquish the authority

and power associated with them to the more integrated mode of program delivery of BWP.

Bands, on the other hand, managed to assemble from their own resources some 36% of the total funding involved in BWP. This represents the largest contribution from any one source involved and demonstrates a high degree of commitment and willingness on the part of Bands to deal with developmental funding in a more co-ordinated and integrated manner.

What is now required is to follow through by encouraging Bands to develop comprehensive community development strategies to provide a basis for allocating resources in a more responsive manner. However, without a planned and co-ordinated approach on the part of the Department to allocating resources to support developmental initiatives, one cannot expect the communities being served to respond with a comprehensive community development strategy and co-ordinated employment plans.

C. ASSESSMENT OF ACHIEVEMENT OF ULTIMATE GOAL - INDIVIDUAL AND COMMUNITY SELF-SUFFICIENCY

About 31% of the 361 Bands in the five regions studied intensively have obtained some experience in planning and implementing projects funded through BWP. Appendix F gives further details of Band involvement with BWP and comparative data on WOP. The level of experience, however, varies widely and only a limited number of Bands were able to sustain a continuous involvement in BWP. Some Bands are undertaking developmental activities similar to those supported by these initiatives without applying for BWP supplemental funding.

About 35% of the projects undertaken by communities that were involved in BWP over the period 1976-77 to 1978-79 were directed towards revenue generating enterprises of various forms. It is not clear, however, how much revenue was actually generated.

The number of permanent jobs that were created through these enterprises or as a result of the employment experience gained on projects directed at providing community facilities and services could not be determined because employment creation statistics from these projects were not collected in any

systematic or consistent manner. This is further complicated by the lack of overall community employment statistics.

Although BWP provided employment to a small proportion (2.8%) of the Social Assistance recipient population and contributed to improving their work skills and habits, it is uncertain to what extent these initiatives have resulted in gains to the Social Assistance recipient population as a whole in reducing its dependency on Social Assistance. The overall effect is likely to be very small, in any case, due to the small proportion of total recipients involved.

Because of a wide variety of influences, both within the community and its environment, such as other job creation program funds, skill and energy of Band staff, access to natural resources and changes in the local economy, a direct causal linkage between BWP and developmental gains for communities cannot be clearly established. These complications suggest that a more holistic view of the communities being served should be taken rather than one dealing with individual programs.

III. KEY PROBLEM AREAS IN BWP

The following section examines the key problem areas in the implementation and operation of BWP. It is hoped that this will provide some insight on why BWP has only achieved limited results with respect to its developmental objectives. It is also hoped that this section will allow a better understanding of the recommendations to follow to make BWP and other similar endeavours more genuinely developmental in approach.

The topics to be covered include problems in the management of BWP, the program and organization structure of the Department, the funding of developmental initiatives, the use of Social Assistance Program funds, inter-departmental co-ordination and the advisory and facilitating process. The section concludes with a discussion of the developmental gap that needs to be overcome in the actual approach and implementation of BWP.

A. MANAGEMENT OF BWP

"Sound management must be based on a planning process that establishes goals, sets out the best way of attaining these goals, identifies human and financial resources required to achieve them and measures the benefits arising from their achievement".³

Some of these basic elements of sound management have not been well established for BWP.

- ° While broad objectives for BWP have been established, specific, measurable goals related to these objectives have not been developed.
- ° The process of achieving these goals and objectives has not been well defined, either in program guidelines and procedures or in regional or district strategies. Roles and responsibilities for implementation of the programs at the headquarters, regional, district and band levels are not clear.
- ° An accurate assessment of the human and financial resources to support these goals and objectives has not been prepared.
- ° Systematic measurements of the benefits arising from BWP have been attempted but have not yet yielded meaningful results.

The main elements in the management processes which have contributed to these difficulties are identified and discussed below.

1. Definition of Roles and Responsibilities

(a) Headquarters

When BWP, which has some similar characteristics to WOP in terms of the method of funding, Social Assistance transfers and employment generation, was developed at headquarters no attempt was made to integrate it with BWP or provide an explanation as to why it should be operated separately. Consequently, some regions have been operating both WOP and BWP in parallel during the past four years resulting in confusion as to the objectives of each initiative and the criteria for Social Assistance transfers. As mentioned previously, WOP and BWP differ on the eligibility criteria for transfers.

The role of BWP with respect to other program areas is also ill-defined. Originally, BWP was intended to be a new program delivery mechanism to coordinate the Department's existing programs and resources in order to support comprehensive community development strategies. However, during the formative stages of BWP at the headquarters level it was assigned to the Employment Programs Branch. As a result BWP assumed a community employment planning and generation emphasis. Its original intent with respect to a more comprehensive approach to community development and its program coordination role was blurred. Support for BWP from other program areas was implied but never clearly established. This organizational context will be discussed further in a following section.

There has been a headquarters co-ordinator for BWP since its inception but a number of factors have limited the co-ordinator's effectiveness. First, there has been limited continuity of staff for the position because responsibility for the program, as a result of numerous reorganizations, has been shifted through a number of different headquarters branches and units. Also, the co-ordinator usually had a number of other programs and areas of responsibility assigned to him. Finally, the co-ordinator's authority over BWP is very limited. Formal channels of authority had to be exercised

through the ADM, Indian and Inuit Affairs, which was four reporting levels up from the co-ordinator.

Headquarters staff have had limited success in imparting a good understanding of BWP to regional and district staff. A formal training or orientation package has not been developed for BWP although less structured training and orientation sessions have been provided in the regions by headquarters staff.

(b) Region/District

Responsibility for BWP is assigned by the national guidelines to Regional Directors General. Most regions, however, have a district structure in place through which most Departmental operational responsibilities are exercised. The roles and responsibilities of regional and district staff with respect to BWP in most regions were not well defined.

Only two of the five regions reviewed had established a regional co-ordinator for BWP. One of these two regions did not have a district structure so district co-ordination did not pose a problem. In the second region, the regional co-ordinator did not have any direct authority over district staff or operations. District support for BWP was provided on an informal or ad-hoc basis. The other three regions operated BWP through a committee, primarily at the regional level, with the corresponding difficulties of a committee system in evidence.

Without a clear definition of regional and district roles and responsibilities and the delegation of authority commensurate with those responsibilities, effective management of BWP becomes difficult to achieve.

(c) Band

Bands roles and responsibilities for the developmental initiatives were the most explicit. However, they still were not considered to be sufficiently developed to impart a full understanding of the Band-Department interface.

2. Program Guidelines

Program guidelines for BWP are generally adequate in defining its basic policy or rationale. However, the necessary follow-through to define and test the administrative and management structure required to implement BWP has not been satisfactorily undertaken.

This is evidenced by the lack of clear definitions of roles and responsibilities at the various organizational levels involved as discussed previously, complex reporting procedures and the absence of clear, detailed procedural guidelines.

Another shortcoming of the guidelines has been the lack of a clearly articulated causal model of the initiative, linking the operating process and underlying assumptions to the intended effects.

This shortcoming has two negative consequences. It inhibits a better understanding of BWP's objectives and it does not provide a clear basis for establishing a system of monitoring progress and diagnosing operational problems.

If such a causal model had actually been in place for BWP it would have clearly identified that the prime objective for BWP should be the support of comprehensive community development strategies. A causal model is discussed further in the final section of this report.

3. Monitoring Achievements

Headquarters, regional and district monitoring and evaluation of BWP has been minimal. Fundamental information, such as annual expenditure levels and participation rates and rudimentary indicators of results, is not available to program managers.

A reporting system was instituted for BWP but it proved to be unworkable. BWP, because it was intended to be more comprehensive in terms of impact, required a wide data base from which to monitor results. Since the Department had no system in place, or planned, from which comprehensive data on the social and economic conditions of Indian communities could be gathered, attempts were made to establish a system for BWP.

Some Bands felt the resulting system was overly complex for the amount of supplemental BWP funding involved. It

overlapped reporting requirements of other funding agencies and was an added administrative burden for which they received no support.

Regional and district roles and responsibilities for undertaking the monitoring and evaluation functions were not well defined. Staff also had difficulty in understanding the reporting requirements and the rationale underlying them. Consequently the reporting requirements were not enforced and data were not collected.

Without clear indicators of results or benefits accruing from BWP it is difficult to justify increased funding for it. BWP supplementary funding budgets have remained static over the past three to four years.

4. Planning Financial and Human Resources

Without clear indicators of results or benefits from past expenditures; it is also difficult to plan the effective use of future funding. Headquarters has therefore been forced to allocate supplemental BWP funds without regard to performance or benefits received.

Planning resource allocation at the regional level has also been inhibited by a number of other factors. These include limited involvement by Bands in the planning and forecasting process and uncertainty as to the availability of funding for Bands from sources outside the Department. Also, because the budgeting and allocation process for BWP is done outside of the normal Departmental budgeting process, funding for BWP was usually not available to regions until two to three months into the fiscal year. These uncertainties and delays make a coherent funding plan difficult to prepare.

A vicious cycle is evident. Lack of a coherent funding plan does not encourage Bands to produce coherent community development strategies which, in turn, inhibits a comprehensive approach to planning financial and human resources to support those strategies.

B. DEPARTMENTAL PROGRAM AND ORGANIZATIONAL STRUCTURE

The breadth, complexity and segmentation of the Department's programs overlaid upon a highly decentralized organizational structure provides a difficult context within which to effectively manage BWP.

Departmental programs have separate funding and reporting channels and separate organizational structures to deliver them. The impacts of these programs on communities, however, are highly interrelated. Measurements of the benefits accruing from any one program area, without taking into account the impact on other programs, places effective management and accountability for results at risk.

The Department does not have information systems in place that collect data on basic socio-economic conditions, like unemployment rates or annual social assistance caseloads for individual communities, or measure the improvements in those conditions accruing to the communities from the totality of their programs. Indicators of performance which are restricted to any one program area are also not well developed.

The bulk of the data gathered by the Department is for accounting and financial control purposes and provides little information for effective decision making with respect to benefits arising from program expenditures and the allocation of future resources to obtain maximum benefits.

A strong linkage exists between the programs and sub-programs listed in Table IV-1 below in terms of their objectives and impact upon Indian communities. Most of these programs, however, have separate funding and reporting channels and separate organizational structures to operate them. The rationale for operating them in this manner is not clear.

Separate program funding and reporting channels result in a process at the community level where each channel is "milked" to its capacity each year. Efforts are taken to obtain as much funding as possible without due regard for tradeoffs that could be made in terms of more effective use of funds if program funding boundaries were not rigid.

The management process is further complicated by the highly decentralized structure of the Department. Program funding and reporting channels run through numerous organizational levels which makes the definition of clear divisions of responsibility, communication and co-ordination and responsiveness to community needs difficult to achieve.

BWP was intended to be integrative in nature and have a broad impact, crossing many program boundaries. Yet, BWP does not have strong organizational support and relies on funding and staff from other program areas to achieve its objectives. Organizations are often, by their nature, resistant to change and protective of their territories. Without the strong support and commitment of Departmental managers to

TABLE III-I

HIGHLY INTERRELATED PROGRAM AREAS

<u>Program/Sub-Program</u>	<u>Common Impact Areas</u>
WOP	employment, facilities
BWP	employment, community development planning, co-ordination of funding, facilities
Regional Incentive Schemes	employment
Social Assistance	transfers to support employment, affected by all other programs in terms of reductions in caseload and expenditures
Student Employment	employment
Training	employment
Economic Development	employment
Band Economic Development Committees	planning for employment, economic development training
Indian Economic Development Fund	loans for enterprises to create employment
Local Government	co-ordination of funding, programs
Housing & Infrastructure	results in employment
Planning	community facilities planning.

developmental initiatives like BWP, this organizational inertia will not be overcome and the initiatives will have a small chance of success.

On the other hand, if Departmental programs were more integrated and dealt with the needs of a community as a whole, rather than on a program by program basis, a separate developmental initiative like BWP would be unnecessary.

It is not reasonable, therefore, to expect BWP, with limited support in terms of staff and funding, to significantly influence the development of more co-ordinated and responsive Departmental programs and information and delivery systems. More fundamental measures are necessary.

C. FUNDING DEVELOPMENTAL INITIATIVES

A number of critical circumstances face the Department with respect to the funding of developmental initiatives like BWP. These include:

- government spending restraints, ceilings and cutbacks;
- a high proportion of the Department's spending is non-discretionary;
- criticism from the Indian community that the bulk of the Department's expenditures are remedial in nature⁴;
- rapid growth of non-discretionary expenditures such as Social Assistance which are placing strains on the level of funding available for developmental initiatives;
- focus of government's planning and budgeting is short-term (i.e. the current and subsequent fiscal year) without due regard for longer term implications;
- community development is a long-term process which requires a long-term plan to facilitate it;
- inability of the Department to justify increases in developmental funding in terms of benefits received; and,

- immediate, pressing needs such as housing and infrastructure absorbing much of the funding effort of developmental programs and inhibiting a more balanced and longer term developmental perspective.

Despite this negative scenario there are some positive signs emerging:

- Indian communities and organizations have recently become more involved in some regions in the planning and budgeting process;
- recommendations have been put forward to the government by the Royal Commission on Financial Management and Accountability that the government develop a five year fiscal plan and that government departments prepare, in turn, strategic plans, showing how they intend to conduct their affairs over this period.

These events, as they evolve, could provide a better framework for ensuring that funds are provided in a manner that is more responsive to community needs.

Also, long-term plans and commitments can be made, with reasonable certainty as to the level of resources that will be available, to achieve the long-term developmental goals of the community.

The challenge, therefore, is to develop investment strategies for individual communities, consistent with their needs and priorities, that would result in future reductions or savings on expenditures of a remedial, non-discretionary nature which can, in turn, be re-invested to achieve even greater reductions. Managers can be judged according to the returns they achieve on the funds invested.

It may even be possible to obtain additional investment funding should returns prove to be substantial.

In the long term, this process could lead to a net reduction in expenditures on the part of the government. This is congruent with the self-sufficiency goals of Indian communities and the fiscal restraint goals of the government.

D. USE OF SOCIAL ASSISTANCE PROGRAM FUNDS

BWP can draw upon the Social Assistance Program as a source of funds.

The transfer of Social Assistance funds to support BWP has, however, placed an increased burden on the administration of the Social Assistance Program. This includes verifying requests for transfers to ensure that participants proposed are eligible for transfers, and maintaining and verifying accounts and transactions for these transfers.

Differing interpretations of the criteria of eligibility for Social Assistance transfers caused friction among Departmental and Band staff in some regions. This is primarily due to the differences between eligibility criteria for transfers under WOP and BWP. Transfers under BWP were allowed only for actual Social Assistance recipients whereas WOP went further, allowing transfers for individuals about to be in need of Social Assistance. Also, no guidelines exist for determining how long a recipient can be eligible for Social Assistance transfers.

Social Assistance recipients whose entitlements are transferred to work programs and who obtain employment through them are still considered part of the Social Assistance caseload and records and accounts are maintained accordingly. Future Social Assistance budgets are based upon past years' caseloads and expenditures or unit costs. Social Assistance administrators do not want to jeopardize future years' budgets by showing reductions due to transfers.

If the Social Assistance recipients who were employed under BWP were taken off the Social Assistance rolls, lesser amounts of funds would likely be made available for Social Assistance in the following year. If corresponding increases were not provided from discretionary sources like BWP supplements to support future employment activities, the individuals hired during the previous year would return to Social Assistance and this, in turn, would strain the Social Assistance budget. Administrators would then be forced to seek supplemental funds which might reflect badly upon their ability to manage the program. The system has built-in disincentives to reduce caseloads and expenditures.

These disincentives result from the manner in which Departmental program funds are budgeted and administered. The Department considers that Social Assistance is a non-discretionary item. This gives the illusion that funding will be automatically provided regardless of what amounts are needed. Funds for developmental programs, on the other hand, are considered discretionary and may be subject to cutbacks or freezes.

The Department's submissions to finance the Social Assistance Program are based upon unit cost and volume data. Reductions in volume through successful developmental initiatives would likely result in less funding for the Social Assistance Program in following years without necessarily providing a basis for increasing the amount of funding for other programs.

These constraints are reflected in the internal working of the Department. Deficits in the Social Assistance Program are generally covered from discretionary programs. Conversely, if surpluses are foreseen in the Social Assistance Program budget, these funds are first allocated to other non-discretionary program areas which may be in a deficit position before discretionary programs are considered. The net result is that additional developmental funds are usually not available to further support and reward initiatives which have been successful.

In some regions, Social Assistance has a definite negative stigma attached to it. Maintaining Social Assistance recipients, who have found employment through developmental programs, on the Social Assistance rolls, it is felt, does not contribute to the individual's self-esteem and may actually be reinforcing a feeling of dependency on Social Assistance.

How different is an individual who has been provided employment through developmental initiatives which employ Social Assistance funds from one who has been hired as a result of an economic development grant or some other form of financial assistance?

E. INTER-DEPARTMENTAL CO-ORDINATION

The Department is not the only contributor of funds to Indian communities. BWP was intended to provide a co-ordinating mechanism through which the Department's funds plus those of other sources could be provided to communities in a more integrated and responsive manner. Through this process overlap and duplication of objectives were to be reduced, allowing the community to undertake a more comprehensive and cohesive employment development plan.

Two other federal government departments which are major contributors of funds to Indian communities are Canada Employment and Immigration Commission (CEIC) and the Department of Regional and Economic Expansion (DREE).

Canada Employment and Immigration has contributed funds to communities through its Local Initiatives (LIP), Canada Works and Local Employment Assistance (LEAP) Programs. Unemployed individuals in these communities have also been assisted through unemployment insurance.

The developmental initiatives of Indian and Northern Affairs may have a substantial impact upon unemployment insurance payments to individuals in Indian communities. Appendix B shows the average duration of work experience provided to participants through BWP and WOP. The average duration of the work experience under WOP ranges from 4 to 15 weeks and from 15 to 52 weeks under BWP.

Employment generated from initiatives like BWP and WOP is, for the most part, not continuous. This could result in a cycling of individuals through work programs, onto unemployment insurance then onto Social Assistance when unemployment benefits run out and back onto work programs. The actual extent of this process or its financial implications can not be determined as data on unemployment insurance recipient levels on reserves are not maintained.

As for LIP, Canada Works, and LEAP, it is estimated that CEIC has provided communities in the five regions reviewed intensively with \$32 million in funding over the period 1978-79 to support work programs. Appendix G provides more detail on this expenditure estimate.

DREE's contribution to Indian communities has been largely through the Special ARDA Program (Agricultural and Rural Development Act). No estimate, however, could be obtained as to the level of funding that has been provided to Indian communities through this program.

Data on both CEIC and DREE funding levels were not available from Indian and Northern Affairs headquarters staff and inquiries had to be made directly to those departments in order to get what limited information was collected. CEIC does not make distinctions between status and non-status Indians in its budget allocation and accounting process. DREE does not have a separate allocation for native people, let alone registered Indians, so it was impossible to obtain data.

Effective inter-departmental co-ordination through BWP has not been accomplished. The following factors highlight this conclusion:

1. low level of awareness among the major departments involved of their respective budgets, past and future, for developmental funding for Indian communities;
2. the problem of multiple and overlapping reporting systems has not been resolved; and,
3. at the regional and district levels, only a small portion of the funding provided by other departments was co-ordinated through BWP over the period 1976-77 to 1978-79.

The total expenditures under BWP between 1976-77 and 1978-79 in the five regions reviewed intensively was some \$25.3 million. Of this amount, an estimated 25% or \$6.4 million was contributed by other federal and provincial organizations. If one considers the estimated CEIC budget of \$32 million alone for the five regions (Appendix G), it is quite possible that the combined funding level of CEIC, DREE and other federal and provincial sources for developmental programs is twice as large as that channelled through BWP.

The prime responsibility for inter-departmental co-ordination rests with the Departmental headquarters. Without headquarter's support and initiative, effective regional and district action with respect to inter-departmental co-ordination cannot be expected.

F. ADVISORY AND FACILITATING PROCESS

Internal Departmental guidelines are the only material available to Indian communities to explain the nature and objectives of BWP. Little has been developed in the form of booklets or guides that is specifically aimed at Indian communities explaining, in practical terms, how to establish and operate BWP to achieve the best results. Departmental guidelines are considered inadequate for this purpose. Information conveyed verbally by Departmental staff also has its limitations.

With the large numbers of Bands in some regions and turnover in Band and Departmental staff, the advisory process can be greatly enhanced with well written program manuals designed specifically for use by Indian communities.

Facilitating the involvement of less developed Bands in the programs reviewed has been a problem in each region, yet, these are the Bands where the potential for developmental gains is the greatest. The general approach of the regions

to promoting BWP to Bands has been passive. As a result, the majority of the Bands that respond are those who understand the Department's programs and have the administrative and managerial skills, knowledge and initiative to undertake them on their own. These Bands are the easiest to support because extensive staff time is not required and the risks of failure lower. The challenge of supporting less developed Bands, where more staff time and higher risks are involved but the potential pay off possibly greater, has not been met.

There are a number of common areas of application with respect to the development of Band enterprises that have been seen in the five regions reviewed. These include:

- forestry and saw mills;
- agriculture and ranching;
- fishing and fish processing;
- trapping;
- tourism;
- industries based upon traditional arts and crafts;
and,
- retailing.

There have been numerous instances reported where developmental initiatives have had difficulty operating effectively because of lack of expert advice and assistance. While there were some sectoral organizations, agencies and programs in place in certain regions for agriculture, fisheries, trapping and arts and crafts, for the most part Regional offices have not developed a structured approach to providing specialized expertise to assist communities with these initiatives. There were, however, occasions where the support of experts from other government departments was sought and obtained on an informal basis.

G. THE DEVELOPMENTAL GAP

BWP has not yet provided significant developmental gains for Indian communities.

The approach generally taken under BWP tended to be short-term, uncoordinated and project-oriented, stressing employment generation and the provision of facilities and services. The linkage between BWP and the Social Assistance Program appears to be more problematic than genuinely beneficial for the development of individuals and their communities.

These findings point to a significant gap in the approach and implementation of BWP. It lacks a comprehensive approach to community development which is clearly aimed at the whole social, cultural and economic development of a community. BWP, as originally conceived, had the potential of being truly developmental but its original concept was never fully implemented.

This developmental gap points to a need to examine some fundamental questions about the nature of development as it relates to Indian communities and the roles of both the Department and Indian communities in the developmental process. These questions have a direct bearing upon the socio-economic development strategies that have been emerging from the department and the Indian community.

The final section of this report will explore these questions and present recommendations for the short and long term.

IV. RECOMMENDATIONS FOR THE FUTURE

This concluding section, dealing with recommendations for program improvement, is structured into two basic parts. The first part focuses primarily on short-term actions that can be taken to improve BWP. The second part provides recommendations for a long-term action plan which has department-wide rather than program-specific implications. It includes an examination of the process of Indian community development which is intended to provide a conceptual basis for the long-term recommendations proposed.

A. SHORT-TERM RECOMMENDATIONS

It should be recognized that the short term recommendations given here are only interim measures. The current organization and program structure of the Department places heavy constraints upon the ability of BWP to achieve the developmental results desired. The issues involved in the developmental gap discussed previously can only be addressed in a longer-term perspective. Attempts have been made, nevertheless, to formulate the short-term recommendations so as to provide a base from which to implement the long-term recommendations proposed.

1. Integrate WOP with BWP

There is no clear justification for operating project oriented programs like the Work Opportunity Program in parallel with the Band Work Process. It has led to confusion as to the respective objectives of each program and a duplication of effort. Regions should be requested to integrate WOP with BWP, consolidating the developmental efforts and funds of these two initiatives.

Single projects like those generally supported under WOP, can still be funded under BWP within the framework of a rudimentary community development plan. This can serve as a starting point for evolution of a more comprehensive development strategy and the integration and co-ordination of community development activities. What is essential is that a forward-looking community development orientation is initiated and encouraged to grow from year to year.

2. Phase Out Social Assistance Transfers

Social Assistance transfers are considered a complicated and time consuming "shell game" that diverts non-discretionary funds into developmental uses and blurs the accountability for the use of discretionary as well as non-discretionary funds.

Social Assistance transfers which are tied to individual recipients can be phased out by providing block transfers of Social Assistance to Bands. A Band would be expected to use these funds along with other developmental funds to hire Social Assistance recipients to work on community development projects and take them off Social Assistance rolls.

Once patterns of savings are established, the Department should arrange the financing of its Social Assistance Program and BWP to insure the BWP fund will be increased by the amount of savings incurred. BWP funds could then be used as a real incentive for Bands to reduce case-loads and expenditures and employ Social Assistance recipients more productively.

This would require monitoring the annual Social Assistance caseload and expenditures for individual Bands and analyzing increases or decreases. This is not generally performed in most regions and therefore reporting systems for the Social Assistance Program should be modified to provide such data.

Assurances should be given to Bands that where savings are actually incurred more developmental funding will be made available. This encourages the productive use of developmental funds and provides the basis for a more comprehensive investment approach to developmental funding.

3. Revise BWP Guidelines

The following are key areas of weakness in the guidelines:

- lack of a clearly articulated causal model linking the operating process and underlying assumptions to the intended effects;
- loose or undefined administrative procedures;
- complex reporting requirements; and

- complex regional strategy submission requirements for requesting funding.

Recommendations for improving each of these areas are discussed below:

(a) Objectives and Causal Model

The main objectives of BWP should be to encourage comprehensive community development strategies and to provide funding and other assistance in a co-ordinated fashion to support the strategy. Employment and other benefits should result from the process of:

- i) establishing a community development strategy;
- ii) providing resources to support the strategy;
- iii) developing employment plans based upon the strategy;
- iv) generating employment for social assistance recipients and other unemployed persons by implementing the plans;
- v) providing training and work skills through these employment activities, allowing unemployed persons to take advantage of future labour market opportunities or creating long-term jobs on reserves;
- vi) providing communities with experience in directing and managing their own development; and,
- vii) ultimately contributing to the ability of communities to become self-sufficient.

The guidelines should be modified to reflect this causal model. Approaches to assist communities in establishing community development strategies should also be included. Some suggestions on this topic are provided in the long-term recommendations.

(b) Reporting Requirements

Managers of a program need to know to what extent a program is meeting its objectives and a reporting

system should fill that need. A reporting system for BWP should provide answers to the following questions:

- How many Bands have established a community development plan?
- How comprehensive is it (Does it involve all of the Band's community development activities?) and what are the total estimated costs?
- How much funding is being provided in a co-ordinated manner to support the plan and what are the sources?
- What level of employment was generated as a result of the Band undertaking the plan during the year?
- How many people were involved and how were they being supported prior to being employed in carrying out the plan?
- What is the estimated value of the assets created or services provided as a result of the funds provided?
- What revenues, if any, were generated from the activities supported?

These data can be provided in a one page report for an individual Band, and consolidated at the district, regional and national levels. Other data such as long-term employment generation and training or skills and other benefits received by individuals are very much more difficult to assess and subject to various other influences. A more integrated information system looking at the entire community would be necessary to obtain meaningful results.

The only other data that may be needed at the local level are monthly or quarterly expenditure reports broken down into the following categories:

- labour;
- equipment purchases;
- materials and supplies;
- rentals;

- miscellaneous; and,
- revenues.

These can be compared to original spending and cash flow estimates to assess whether all the funds will be expended.

(c) Regional Strategy Submissions

Regional strategy submissions should essentially forecast the same reporting data that were discussed previously. Planned and actual results can then be compared and performance measured on that basis.

Such a forecast will require knowledge of other government departments' funding plans, as well as a knowledge of funding plans for specific communities from the Department's own programs. These issues will be discussed further in this section.

(d) Administrative Procedures

Administrative procedures for BWP should be simple step-by-step instructions informing staff how to operate the program. They should start at the Band-Department interface and work their way through the district, regional and headquarters levels clearly defining who does what, when and how at each level to make the total system work. Unfortunately, in most cases, roles and responsibilities are not clearly defined so administrative procedures cannot be built upon them. This will be discussed further in this section.

4. Define Roles and Responsibilities

Regional staff are often uncertain as to who is the headquarters co-ordinator of BWP and what are his or her roles and responsibilities. Frequent staff turnover and organizational changes have led to this uncertainty.

Each regional office should have an individual specifically responsible for co-ordination of BWP.

At the operational level, in district offices, the District Manager should be made clearly responsible for BWP because of its integrative and co-ordinating nature.

Staff support in terms of a district co-ordinator should be established.

In each level the specific functions of each individual should be clearly spelled out in administrative instructions appended to the guidelines. The headquarters co-ordinator should ensure that these are in place and provide assistance, if necessary, to improve or develop them. The co-ordinator is in a good position to do this as he has access to all regional guidelines and can provide a cross fertilization of ideas.

An advisory and facilitating orientation to the definition of responsibilities, particularly at the operational interface with Bands, should be emphasized.

5. Integrate Submissions for BWP with Normal Budgetary Process

BWP funding at present is received by regions two or three months into the fiscal year. This causes difficulties in terms of planning and co-ordination of funds.

One solution to this problem is to integrate BWP into the normal forecast-target-estimates process of the Departmental budgeting system.

The other is to move the present system for BWP back in time so that funds are allocated at the same time as other Departmental program funds.

6. Consultation and Co-ordination with Other Departments

The headquarters co-ordinator should be facilitating the inter-departmental communication and co-ordination process both at headquarters and at the regional level.

This should be done by:

- collecting data on CEIC and DREE funding forecasts, targets and estimates by region for programs that will affect Indian communities;
- distributing these data to regional co-ordinators;
- identifying contacts within these departments at the regional level; and,

- beginning work on resolving the overlap in reporting requirements at the Band level for these programs and those of the Department.

7. Other Considerations

The implementation of these recommendations should place emphasis upon:

- strong leadership from the national BWP co-ordinator to facilitate the implementation of the recommendations;
- participation and consultation with Indian community representatives in the implementation process;
- the responsibility of national and regional co-ordinators to support staff at the operational levels in terms of program and operational guidelines and inter-program and inter-departmental co-ordination; and,
- the responsibility of the District Managers to make the system work.

These recommendations, however, can only take the developmental process only so far as co-ordinators, both at the national and regional levels, have limited authority and responsibility for results.

The Band Work process, if pushed to its logical developmental conclusion involves the co-ordinated use of all discretionary Departmental funds, in concert with those of other federal and provincial departments, to respond to the developmental needs of Indian communities. This responsibility falls upon the ADM Indian and Inuit Affairs and the operational line of authority and responsibility running through Regional Directors General, Regional Directors of Operations, and District Managers. The long-term recommendations which follow are presented with this point of view in mind.

B. LONG-TERM RECOMMENDATIONS

A broader, longer term perspective is required to address the issues arising out of the developmental gap which was identified in the approach and implementation of BWP. There is a need to examine some fundamental questions concerning:

1. the nature of development as it relates to Indian communities; and
2. the roles of the Department and Indian communities in the developmental process.

These questions have a direct bearing upon the socio-economic development strategies that have been emerging from the Department and the Indian Community.

The final section of this report will examine these questions to provide a conceptual basis for the long-term recommendations that follow. It is hoped that the long-term recommendations will provide some additional insight into the implementation of this Department's socio-economic development strategies.

1. Examination of the Concept of Development

- (a) Definition of Development

To develop means to unfurl more fully, to bring out all that is potentially contained in something or someone.

Using this definition as a reference point certain basic characteristics and assumptions can be attributed to development. It is a process which facilitates growth from a "lower" state to a "higher" state, in a sequential manner, through the provision of resources or the removal of impediments.

In order for growth to occur there must be a willingness or need to grow based upon a recognition of the potential for growth and a dissatisfaction with the present state, the growth sequence and its implications must be understood and the resources consumed must result in net gains.

- (b) Indian Community Development and Departmental Thrusts

Community development has been defined as a situation in which some groups, usually locally based such as neighbourhood or local community, attempts to improve its social and economic situation, using professional assistance and perhaps also financial assistance from the outside,

and involves all sectors of the community or group to the maximum.⁵

The challenge facing the Department is how to provide this professional and financial assistance to facilitate the development of Indian communities. This is reflected in a major policy thrust of the Department and the government.⁶ It defined a developmental goal common to both the Department and the Indian people as follows:

"Firstly, we must increase, to the fullest extent possible, the self-sufficiency of the Indian communities; secondly, we must improve on-reserve economic conditions through more effective programs and through - wherever possible - the development of community economies."

To reach this goal, the Department has committed itself to a socio-economic development strategy which is based on:

- i) the local control of development through legislatively expanded Band governments;
- ii) the institution of a community-based planning and development process; and
- iii) the change in the role of the Department from an administrative role to an advisory and facilitating resource providing agency.

The Department has recognized that it is the local communities that must take the initiative using the resources available to them and take advantage of the opportunities created by them.

(c) Essential Elements for a Developmental Policy

From the components of development discussed above a number of essential elements for developmental policy, as it relates to Indian communities, can be extracted. These are as follows:

- ° development must be directed from within the community, based upon a recognition of the potential for growth and a willingness to achieve it;

- ° the development of a community must be planned in a comprehensive manner by that community so that the social, cultural and economic implications are recognized, articulated, understood and accepted by its members;
- ° resources and assistance must be provided by the Department, as well as other government agencies, in a manner that responds to the community's plan and facilitates that development; and,
- ° the ultimate goal of the development must be the increased self-sufficiency of Indian People.

Development for Indian communities does not just mean increased employment, better housing and community facilities, reduced social problems, improved education and health care, strengthened band government, local enterprises and a preservation of Indian culture and values in isolation from one another. It is rather a combination of these and other factors as determined by the community itself, according to its own values and priorities.

(d) A Developmental Attitude

The success of this developmental process depends upon the effectiveness with which communications are established between the Indian community wishing to develop itself and the Department. A "client-centred" approach to inter-personal communication developed by Carl R. Rogers,⁷ a well known developmental psychologist, could be adapted to facilitate this communication.

This "client centred" approach encourages a self-directing, self-evaluating process on the part of the client according to his or her own values and priorities. When employed with Indian communities, it could prove effective for two main reasons. First, it emphasizes as a necessary starting point the fact that the community has a willingness and desire to improve its situation. Second, the approach views the community and the resources or potential within it as the main source or focus of changes in its own state of development. The Department's role is to facilitate those changes which the community -- not the department -- sees

as desirable and possible. Growth, with this approach, may take a long time to achieve, but it has a greater chance of being positive and more permanent. As one Indian Chief said "Only those projects we undertake ourselves ever seem to be working".⁸

There are three elements in the orientation of the Department towards Indian communities that are essential for the success of this client-centred approach. These are: empathic understanding; positive regard; and, openness or transparency in terms of its operations.

(e) Roles and Responsibilities for the Developmental Process

The developmental orientation described above, combined with the essential elements for a developmental policy could serve as a framework for assigning roles and responsibilities to Indian communities and the Department for the developmental process. A possible scheme is described in Table IV-1. It is recognized that both the Department and Indian communities may not have all of the skills and experience to fully assume all of these roles and responsibilities. It is up to the Department and Indian communities to support each other in developing the skills and experience required.

2. Long-Term Recommendations

The Department should consider shifting its operations from a program-centred approach to one that is Band-centred. A Band-centred approach, in essence, means that at the local level Bands, not programs, become the focal point for the planning, budgeting and facilitating and resource providing process of the Department. Accountability for the expenditure of funds and the results produced should be measured according to those local government units.

The basic elements of this approach are described in this concluding section of the report. The approach is intended to reinforce the local government concept, assist the Department in dealing with the developmental aspirations of a community in its totality and provide a

TABLE IV-1

ROLES AND RESPONSIBILITIES FOR
THE DEVELOPMENTAL PROCESS

<u>Indian Communities'</u>	<u>Department's</u>
willingness to grow	assists in identifying potential for development of human and natural resources and assessment of local economy
identify potential for growth	
make value judgement about the desirability of achieving the growth	develops an understanding of what the community wants to achieve
plan sequence of growth and assess implications with as broad a representation of community members as possible	assists in planning sequence of growth and assessing implications
undertake plan with resources obtainable	provides resources and support to undertake plan
assess net results of expenditure of resources	assists in assessing results of expenditure of resources
make value judgements about desirability of these results	assists in revising plans
revise plans accordingly	

framework for a system of accountability that the Royal Commission on Financial Management and Accountability described as follows:

"It should be capable of planning and defining the government's priorities; converting priorities into programs with clearly defined and agreed objectives, allocating the requisite resources and setting centrally imposed standards and procedures; delegating to managers the authority to implement programs by developing the assigned human, physical and financial resources; and, providing monitoring and appraising procedures to ensure that all the actors are held fully and clearly accountable in a progressive and unbroken chain of linkages carrying through to the sovereign Parliament."

(a) Preparing for the Long Term Planning

In order to provide a good foundation for facilitating the development of a community, an understanding and appreciation of the following elements of a community's past and present are necessary:

- i) history;
- ii) previous Departmental program delivery, as well as that of other government departments, in terms of expenditures and qualitative indicators of results;
- iii) local economy, its base, potential and seasonal variations;
- iv) basic socio-economic conditions of the community including the number of unemployed employables, their base, potential and seasonal variations (this will be discussed further in the following section); and,
- v) cultural, social and economic objectives.

The data collection should be carried out by the Band and the resultant document presented to the Band council for its approval or comments.

Departmental staff assistance should be made available if needed.

For some Bands this may be the first time they have formally assessed their total situation and formulated their basic objectives. It also provides an excellent opportunity to establish better communications between the Band and the Department on the developmental aspirations of the community.

(b) Socio-Economic Information Systems

Basic data on the socio-economic conditions of each Band should be collected in a systematic, unified and up-to-date manner. Such information along with financial data and annual performance reports (to be discussed later) would provide Departmental and Band staff with indicators of their performance from year to year in improving conditions on reserves. Identification of areas of success and critical areas of need will assist the Bands and Department in refining their future developmental initiatives.

The following basic data should be collected:

- i) Social Assistance caseloads and expenditures of individual Bands on an annual basis (including Health, Social and Economic Categories).
- ii) Current population levels:
 - total;
 - on-reserve;
 - off-reserve; and,
 - other basic demographic data.
- iii) Employment status of working age population on reserve:
 - total;
 - employed on-reserve;
 - employed off-reserve; and,
 - unemployed or other (students, housewives, UIC, Social Assistance, etc.).
- iv) Other social conditions:
 - children in care;
 - conflicts with the law;
 - alcohol and drug abuse;

- injuries due to accidents and violence;
- suicides and death attempts;
- death rate;
- birth rate; and,
- single parent families.

v) Housing conditions.

(c) Planning and Budgeting for Development

i) Discretionary and Non-Discretionary Funding

In its most fundamental sense, the Department's operations involve the management and control of two main streams of funding to Indian communities:

- non-discretionary funds with fairly well defined rules and procedures; and,
- discretionary funds with broad guidelines as to application.

Non-discretionary funding is generally associated with the social and economic problems of a community. The challenge facing the Department is how to provide what limited discretionary funding is available in a manner that reduces an Indian community's need to rely on non-discretionary, remedial sources of support and frees these funds to be reinvested for the development of those communities.

In the process of managing the Department's operations the effects of the discretionary funding on non-discretionary expenditures should be taken into account when planning and budgeting the total amount of resources to be allocated to individual Bands.

ii) Community Development Plans

Once the preparations for community development planning, discussed previously, are in place for a particular Band, efforts should be undertaken jointly by the Department and the Band to produce and cost a community development plan extending over a five-year period. Techniques like those

employed in the pilot Zero-A-Base Review project undertaken in one district could be used to place priorities on the various activities planned. This plan will provide the framework for the budgeting and allocation of all discretionary funding to the Band at the various priority levels of developmental activities.

Concurrent with the establishment of a five-year development plan, a five-year projection of nondiscretionary expenditures should be developed. These should include all non-discretionary funds, whether Band or Department administered, and take into account the effects of the various priority levels of developmental activities planned.

The net result is the establishment of a number of scenarios over a five year period identifying the total funding required by an individual community broken down into two basic streams - discretionary and non-discretionary.

Where services or facilities will be shared by a number of Bands, efforts should be undertaken to develop a method of costing that allocates these costs to individual Bands in a fair and equitable manner.

In the more distant future, efforts should also be taken to cost services provided by the Department to Bands and integrate these into the long-range plans and budgets of individual Bands.

The plans and forecast funding requirements of individual Bands should be rolled up at the District level and then by district at the Regional level. The net result is a number of five-year scenarios showing three basic streams of funding

- administration;
- non-discretionary; and,
- discretionary.

iii) Integration of Planning with Budgeting Process

Between August and October of each fiscal year two key budgeting process steps are taken:

- targets are provided from headquarters to regions for the following fiscal year; and,
- forecasts are requested from regions for the fiscal years following the target year.

If the roll-ups of five year plans and projections are available at the region these can be forwarded to headquarters. It is at headquarters that the critical step of planning for the total future funding needs of Indian communities is taken.

First and foremost, interdepartmental consultations should be undertaken between CEIC, DREE and the Department in establishing a coordinated funding strategy for Indian communities so that the total implications of the federal government funding strategy are known. Ideally, the strategy chosen should be the one that minimizes long-run costs by achieving the highest return on discretionary funding provided. If the five year fiscal plan recommendation of the Royal Commission on Financial Management and Accountability is adopted by the government these strategies can be developed with more assurance of the availability of future of funding. However, this should not prevent the Department from proceeding with this approach.

The approach of minimizing total long-run costs is also congruent with the Indian community's fundamental objective of self-sufficiency and thus should receive approval from those communities if it is presented in that light.

The co-ordinated efforts of CEIC, DREE and the Department could have the following results:

- all federal government developmental funding could be channelled through the Department; or,
- all developmental funding could be co-ordinated at the regional and district levels.

In either case it is essential that the regional targets that are established as a result of the funding strategy identify all funding that could be made available to Bands either in a consolidated approach through the Department or as separate CEIC, DREE and Departmental streams that are to be co-ordinated at the regional and district levels.

The consolidated approach is preferable, however, as it places the responsibility and accountability for results within one organization.

iv) Estimates and Allocation of Funds

Regional targets should be broken down by district, (or its equivalent), again using the criterion of maximum return on discretionary or developmental funds resulting in the minimizing of long run costs.

This same process should be repeated at the district level with targets established for each Band. Districts should involve district or tribal councils in this process as well as individual Bands, as it is an important step in facilitating the transfer of Departmental activities to the Indian community.

Once individual Band targets are established, plans can be refined and reworked and more accurate estimates of discretionary and nondiscretionary funding established for each Band.

This process should be completed by October and successive roll-ups performed at the district, regional and headquarters levels to form the national estimates.

Bands, as a result of this process, have a reasonable idea of what funding will be flowing into their community and can therefore begin to make more detailed plans and efforts to be ready to implement them when the final funding allocations are made at the beginning of the fiscal year.

Band and District or Tribal Councils should have an opportunity to either formally approve these estimates or submit written comments about the adequacy of the estimates established. These comments should be monitored at regional and headquarters levels.

Cash-flow estimates should also be established, once funding is allocated, so that actual expenditures can be compared with estimates. This will allow reallocation of funding, with the concurrence of the Band involved, if it is evident that all funding will not be expended. Consideration should be given to holding a contingency fund at the regional level to cover unexpected circumstances.

v) Framework for Accountability

The process described above provides a framework of accountability for the funds allocated and the plans established which runs from the individual Band up to the Minister.

(d) Standard Band Planning and Budget Package

It may be useful to establish a standard Band Planning and Budget Package along with a clearly written instruction manual to facilitate the budgeting and planning process. This could be done at a national level or by region, if regional differences warrant it.

The package should accommodate all government funding that is to flow into an Indian community, whether it is Band or Department administered and whether it flows from a single government source or from multiple sources. It should also include non-governmental revenue generated by the Band.

(e) Accounting for Results

An accountability framework was described above. What is now required is a process of closing the accountability loop. This is described in the following section.

i) Annual Band Audits

The process of undertaking annual Band audits is well established. These audits should be expanded so that they clearly identify all federal government funding provided to the community, whether Band or Department administered, along with sources of other revenue and show how these funds were used.

ii) Report of Achievements

Concurrently with the Band audit, a report of the achievements of the Band with respect to its developmental plans should be prepared. This should be done by Band staff with the assistance and co-operation of Departmental staff, if this is needed.

iii) Report of Socio-Economic Conditions

Finally, an annual report of the socio-economic conditions of the community should be prepared using the indicators discussed previously in the report.

iv) Integration of Reports

These three reports should be completed as soon as possible after the end of the fiscal year. Previously, most Band audits were available by July of every year.

The reports should then be combined and presented to the Band Council for their approval. They should be adequate to provide accountability of the Band leadership to its members as well as to the federal government.

The reports should also be consolidated by district, region and headquarters to provide an accountability document at all levels of

the Departmental structure and a measure of the performance for each unit.

Actual expenditures should be compared with budgets and returns on developmental funds, improvements to the socio-economic conditions in Indian communities and increases in Band revenues used as a measure of performance.

v) Use in Future Planning

These reports should be completed at the individual Band, district, region and national levels prior to August in time for the next forecast target-preparation cycle.

On the basis of these reports community development plans can be refined and targets and forecasts established accordingly. The cycle then repeats itself.

(f) Organizational Implications

To follow through with the Band-centred approach and maintain a clear line of accountability right down to the Band level, consideration should be given to assigning responsibility for the provision of all Departmental services and resources to either:

- a particular individual with generalist skills; or,
- a small team of individuals with more specialized skills.

These individuals or teams should be able to draw on the specialized skills of regional or district office groups to provide advice and assistance to Bands in sectors like agriculture, forestry, fishing, commerce or industry, or deal with specific Band concerns related to social development, housing, education, etc.. The important factor is that the individual or team is the focal point for the provision of all services and resources. Bands should be invited to participate in the selection of these individuals or teams to ensure compatibility and a shared sense of responsibility for the performance of that individual or team.

A management structure above these local representatives should, as much as possible, be congruent with existing tribal or political groups within the area and it should adapt to changes as they occur. This would facilitate communication between the Department and groupings of Bands it serves and provide a framework for transfer of Departmental responsibilities to local or tribal councils as they develop their capabilities.

(g) Other Considerations

The Band-centred approach presented here is only an outline of a possible approach the Department can take in its developmental initiatives. It requires further study and refinement and extensive consultations with the Indian community at all levels in order to develop a workable system.

Consideration could be given to implementing the approach on a district or regional basis. However, extensive preparatory work would be required at the headquarters level in light of the interdepartmental implications. Strong leadership and commitment to the approach, if proved feasible, is required on the part of both the Indian community and the Department to successfully implement it.

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APPENDIX A
NATIONAL GUIDELINES
FOR THE BAND WORK
PROCESS

BAND WORK PROCESS
PROCEDURAL GUIDELINES

Employment Programs Branch
Ottawa, Ontario
February 10, 1977

TABLE OF CONTENTS

1. INTRODUCTION
 - 1.1 Local Government Principles
 - 1.2 Band Work Process Objectives
2. DESCRIPTION OF BAND WORK PROCESS
3. BAND WORK DEVELOPMENT FUND
 - 3.1 Purpose
 - 3.2 Allocation of Development Funds to Regions
 - 3.3 Criteria
 - 3.4 Development Fund Approval Process
4. USE OF RESOURCES
 - 4.1 General
 - 4.2 General Criteria
 - 4.3 Band Funds
 - 4.4 Current Non-transferable Funds
 - 4.5 Other Funding Sources
5. DEPARTMENTAL SUPPORT AND MONITORING
 - General
6. EVALUATION
 - 6.1 Objectives
 - 6.2 Band Role
 - 6.3 Community Base Data

APPENDIX "A" - Regional Strategy Format

APPENDIX "B" - Band Employment Plan

APPENDIX "C" - Community Profile

APPENDIX "D" - Band Work Process - Monthly Report

1. INTRODUCTION

1.1 Local Government Principles¹

Prior to the last decade or so, the Department of Indian and Northern Affairs administered reserves through local Indian Superintendents who were not part of the reserve community. For better or for worse, Government policies were based on "looking after" Indian people. The local Superintendent and the huge organization he represented took care of all aspects of reserve life on behalf of the people who lived there.

Over the last ten to twelve years, however, it has been mutually recognized that the best interests of Indian people were not reflected in Departmental policies that "looked after" them. Another approach, therefore, has evolved. It is based on the idea that the common concerns of a community are best looked after by the community itself, rather than an external agency. The proper activity of the Indian Affairs Department, therefore, should be encouraging and assisting Indian people to acquire the capability of administering their own communities, instead of doing it for them.

Consequently, one of the main objectives of the Department of Indian and Northern Affairs and Bands has become the development of local government. Since the Chief and Band Council are the recognized officials of a Band, they are considered to be the local Band government.

The idea of local government, or, a community looking after its own affairs, is best expressed by the phrase "local control". When people talk about local government, they are actually talking about local control of local matters. A Band acquires local control when Chief and Band Council, instead of the Department of Indian and Northern Affairs, are running the community.

¹ Excerpt from Training for Local Band Government - A Training Proposal.
Centre for Training Research and Development, 1976, p. 1.

1.2 Band Work Process Objectives

Short Term

- a) to create meaningful employment opportunities for unemployed Indian and Inuit (Northern Quebec) people on work projects that are beneficial to the community;
- b) to support Band governments in the development of medium and long term community employment plans;
- c) to develop Departmental program development and delivery systems that result in a more co-ordinated and responsive application of resources.

Long Term

In the long term, the objective of the BWP is to better equip participants to take advantage of future labour market opportunities and, therefore, reduce dependency on social assistance.

2. DESCRIPTION OF BAND WORK PROCESS

The BWP enables Bands to create employment opportunities by co-ordinating resources available to them through identifying and drawing together the labour aspects of principal program elements, supplementing these elements from all sources where necessary, and operating them as a coherent community program. The principal elements of the process are therefore management by or under the authority of the Band government, planning/evaluation through discussion with Band membership, and job creation through work activity projects which should be municipal services or revenue producing and contribute to the reserve or community plan. The BWP must be supportive of needs as expressed by each individual Band.

Each Region has a limited development fund to be used in the development or organization of Band employment plans or strategies or in supplementing existing resources to be used in carrying out employment plans.

Development funds are granted to Bands on the approval of the Regional Director General after an assessment of the Band's 12-month employment plan. An employment plan should describe the resources that the Band plans to utilize in the creation of employment, how those resources are to be used and what additional (development fund) assistance is required.

Accountability for all funds will be provided through local government guidelines (see Local Government circular "D-4").

Evaluation of this process will be a joint responsibility with Bands, District and Regional offices and Headquarters actively participating in the evaluation of the extent to which the Department is providing a co-ordinated, responsive and supportive service to Band governments and in the evaluation of Band objectives as described in Band employment plans.

3. BAND WORK DEVELOPMENT FUND

3.1 Purpose

The development fund is intended to be used for the following purposes: a) To finance a development or planning phase prior to actual BWP implementation. The fund, however, should only be considered for use if other regional planning resources are not available. These funds are intended to provide "seed money" that will help the Band lay a solid foundation on which an employment plan can be implemented.

- 6
- b) To supplement existing departmental funds (including social assistance) and other resources which provide for the creation of jobs. Development funds may only be used for this purpose in those cases where existing funds are not sufficient.

3.2 Allocation of Development Funds to Regions

Development funds will be allocated to Regional Directors General by the Director General, Operations, at the beginning of each fiscal year. Regional Directors General should forward a Regional Strategy (see Appendix "A" for suggested format) that describes how development funds will be applied in that Region for that fiscal period. These strategies should be prepared in close consultation with Regional Indian leaders and officials of other participating federal departments and provincial governments.

Funds will be allocated by the Director General, Operations, on the basis of Regional strategies.

3.3 Criteria

The transfer to Bands of Band Work development funds can be approved by the Regional Director according to the following general criteria:

- a) evidence of local planning;

- b) confirmation of required resource availability (departmental and external);

- c) Band employment plans must show evidence of potential long term social and economic impact in the community;

- d) activities (work projects) must contribute to the betterment of the community, such as maintenance or construction of community facilities and services

- e) any revenue to be generated by BWP activities must be applied to costs incurred by the process.

3.4 Development Fund Approval Process

The transfer of BWP development funds to Bands is approved by the Regional Director General upon assessment of the Band's employment plan (see Appendix "B") to be developed by the Band and submitted with a Band Council Resolution and a community profile (see Appendix "C"). A copy of the approved plan must be forwarded to the National Co-ordinator, Band Work Process, Ottawa, for information purposes.

Renewal at the end of the first year is approved by the Regional Director General upon assessment of a further one-year plan and a three-year projection.

4. USE OF RESOURCES

4.1 General

ALL transferable funds (including social assistance) identified in Local Government Guidelines may be used to implement the BWP.

4.2 General Criteria

- a) Jobs created will be based on a maximum of 40 hours per week and rates will be governed in accordance with local prevailing wage rates and in accordance with skill levels.
- b) Social assistance funds must be applied in accordance with the following:

- i) only persons confirmed as social assistance recipients may be subsidized in work projects from social assistance funds;
- ii) where necessary, and no other alternatives exist, a social assistance recipient may be subsidized up to 100% of the social assistance entitlement;
- iii) projects that support community or co-operative entrepreneurial effort may be subsidized through a) and b) alone.
- iv) social assistance subsidization of jobs to support privately-owned entrepreneurial effort cannot be allowed.

4.3 Band Funds

Bands with sufficient capital and revenue funds are expected to participate financially in the BWP on their reserve and at levels they can afford.

4.4 Current Non-transferable Funds

Education capital and economic development funds can be brought into the process in the following ways:

- a) through contract with a Band authority;
- b) on a day labour basis administered by the Department.²

² Authority from Treasury Board to change this procedure is being sought.

4.5 Other Funding Sources

These sources vary from region to region. However, identification of new sources of funding should be a continuing effort.

5. DEPARTMENTAL SUPPORT AND MONITORING

General

The extent to which the Department is able to provide advisory and technical assistance to BWP Bands is an important factor in the eventual success of the process. The BWP is a joint venture that demands serious commitment from both Departmental personnel and Indian community leaders. It is important, therefore, that the District Office is both informed and accessible. It is also intended that the same quality of support should be provided to the District Office by colleagues at Regional H.Q. and, in turn, by Program staff in Ottawa.

To facilitate this team approach to the support of BWP activities, an effective information base must be established and feed-back provided to all levels of both the Department and the Indian community for planning purposes. A standard reporting form has been designed (see Appendix "E"), and must be completed by the District Office monthly, and forwarded to the Regional Office on a regular basis.

6. EVALUATION

6.1 Objectives

The over-all objective of the BWP evaluation strategy is to provide Indian leaders and government planners and managers with objective information by which the effect of the BWP itself can be measured.

Specifically, it will be important to develop an understanding of the extent to which the individual participants are able to improve their potential for future employability as the result of BWP work experiences. Bands will be asked to evaluate the impact of the BWP on their community in providing new facilities or services, in reducing dependency or social assistance, and in strengthening Band government and management processes. It will also be important to assess the BWP as an approach to socio-economic planning by Bands and as an approach by the Department to implement programs more efficiently through the co-ordination of service delivery.

Conclusions reached through this evaluation will enable Bands and Program officials at all levels to improve planning/evaluation capacity and to have a meaningful input into program policy formulation and development processes and will give senior Indian leaders and departmental officials a realistic overview of the effectiveness and efficiency of the Band Work approach.

6.2 Band Role

Bands will actively participate in the definition of specific evaluation needs and will have the right of approval of any individual or organization retained to undertake special evaluation studies. In addition, Band members will be hired and trained to collect on-reserve data needed in such studies. These data will be shared with the Band for its use in planning and decision-making processes.

6.3 Community Base Data

To ensure that a base of community information exists at the beginning of the implementation of the BWP, District Managers are required to work with participating bands in the drawing of a community profile (see Appendix "C").

REGIONAL STRATEGY FORMAT

1. REGIONAL PRIORITIES

- geographic (urban, rural, isolated)
- target groups (youth, women, heads of household, etc.)
- training (on the job, life skills, vocational, academic upgrading, etc.)

2. REGIONAL GOALS

- no. of reserves to involve this fiscal year
- no. of man months of employment to be created
- no. of man years of permanent employment to be created and maintained
- type of employment need (e.g. diversification, match with seasonal work, etc.)

3. BASIS OF BAND SELECTION

- extent meet Regional priorities
- degree of commitment (e.g. is there a community plan, if so, is it followed?)
- stage of development
- management capacity (audit reports)

4. REGIONAL INTERNAL RESOURCES

- financial (identify)
- material (identify)
- support (counselling, planning, administrative, etc.)
- facilities (identify)

5. EXTERNAL RESOURCES

- existing financial sources
- financial (LIP, LEAP, provincial, private sector, or community at large, etc.)
- advisory (C.E.S.O., etc.)
- private sector

6. PLANS FOR FUTURE B.W.P. DEVELOPMENT IN REGION

APPENDIX "B"

Administrative Note - Number of copies: 100

File Reference - 100 de ref. du dossier

Indian and Northern Affairs Canada - Affaires Indiennes et du Nord Canada

BAND COUNCIL RESOLUTION RÉSOLUTION DE CONSEIL DE BANDE

NOTE: The words "From our Band Funds", "Capital" or "Revenue", whichever is the case, must appear in all resolutions requesting expenditures from Band Funds.

NOTE: Les mots "des fonds de notre bande", "Capital" ou "revenu" selon le cas doivent paraître dans toutes les résolutions portant sur des dépenses des fonds des bandes.

THE COUNCIL OF THE LE CONSEIL DE LA BANDE INDIENNE	Current Capital Balance Solde de capital	\$ _____
AGENCY	Committed - Engagé	\$ _____
DISTRICT	Current Revenue balance Solde de revenu	\$ _____
PROVINCE	Committed - Engagé	\$ _____
PLACE		
NOM DE L'INDIVIDU		
DATE _____ DAY - JOUR _____ MONTH - MOIS _____ AD 19 _____ YEAR - ANNÉE _____		

We the _____ Band Council request approval to participate in the Band Work Process in accordance with the following objectives and cost estimates for the fiscal year 1977-78,

2. STATEMENT OF OVERALL PLANNING -

(Please state overall objectives to be attained through the Band Work Process, also state how the objectives will be measured at the end of any given period).

3. List the component projects that make up the Band employment plan for the fiscal year.

Component Project

Project Number

How does it relate to the overall Band employment objective

Community Profile

Name of Band _____

District _____

Region _____

1. ECONOMIC POTENTIAL(1) Agricultural Land

(a) Number of acres used for agricultural purposes _____

(b) Number of acres of undeveloped arable land _____

2. FOREST RESOURCESNumber of acres of merchantable timber on Reserve
lands that show potential for viable harvesting _____3. FISHING

- Number of commercial fishermen in community _____

- Number of commercial fishermen who own their own boat _____

4. Amount of band revenue annually in band funds \$ _____

5. Name of nearest major centre _____

Distance from major centre _____

6. COMMUNITY POPULATION CHARACTERISTICS

	<u>Male</u>	<u>Female</u>
Age structure		
0-5		
6-15		
16-25		
26-35		
36-45		
46-55		
56 & over	_____	_____
TOTALS		

7. SOCIAL ASSISTANCE

(a) Number of heads of families in receipt of SA _____

(b) Number of single SA recipients _____

(c) Number of employable SA recipients
Women _____
Men _____8. EMPLOYMENT

Number of people with full-time employment _____

Total Funding Sources - Based on Projected Available Resources

Capital Appropriation	\$	_____	3
Bank Funds (Capital)	\$	_____	8
Bank Funds (Revenue)	\$	_____	8
Community Improvement O & M	\$	_____	8
Education O & M	\$	_____	8
Social Assistance Funds	\$	_____	8
Economic Development Funds	\$	_____	8
Education Capital (Contracts)	\$	_____	8
Manpower & Immigration	\$	_____	8
Province	\$	_____	8
Other Sources (Identify)	\$	_____	8
	\$	_____	8
	\$	_____	8
	\$	_____	8
	\$	_____	8
	\$	_____	8
	\$	_____	8
Development Fund (BWP)	\$	_____	8
TOTAL	+	_____	100

5. Total B.W.P. Estimate (as per project work sheet attached)

<u>Cost</u>		<u>Benefit</u>
a) Labour	\$	a) Man-days Employment _____
b) Materials	\$	b) Man-days Training _____
c) Equipment	\$	c) Physical Improvement _____ %
d) Training	\$	d) Increase in Bond assets _____ %
e) Overhead Expense	\$	e) Other _____

TOTAL	_____	

Number of Band Members Participating:

Number of people with seasonal employment _____

Number of people part-time employment _____

9. Do you have or have you already made plans for development of a community plan?

YES _____

NO _____

A quorum for this Band
Pour cette bande le quorum est

consists of
est de

Council Members
Membres du Conseil

(Chief - Chef)

(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

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(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

FOR DEPARTMENTAL USE ONLY - RÉSERVÉ AU MINISTÈRE

1. Band Fund Code Code du compte de fonds	2. COMPUTER BALANCES - SOLDES D'ORDINATEUR A. Capital B. Revenue - Revenu		3. Expenditure Dépenses	4. Authority - Autorité Indian Act Sec Art. de la Loi sur les Indiens	5. Source of Funds Source des fonds <input type="checkbox"/> Capital <input type="checkbox"/> Revenue
6. Recommendation - Recommandation Date Recommending Officer - Recommandé par			Approved - Approuvé Date Approving Officer - Approuvé par		

Band Work Process

Project Work Sheet

Barvl: _____

Project No.: _____

Date: _____

PROJECT DESCRIPTION

Planned by: _____

(a) What will be done:-

(b) When will project start _____ finish _____.

(c) Number of man-months labour required to complete this project? _____ man-months.

(d) Number of Social Assistance Recipients to work on this project. _____

Costs

Supervision	\$
Labour	\$
Material	\$
Freight	\$
Training	\$
Overhead Expenses	\$

TOTAL _____

Estimate prepared by: _____

BAND WORK PROGRAM
PROJECT MONTHLY REPORT

PROJECT _____

NAME OF SPONSOR: _____

REPORT FOR MONTH OF	NO. OF WEEKS COVERED	NO. OF WORKERS HIRED	NO. OF WORKERS LEFT	TOTAL NOW EMPLOYED

	TOTAL PROJECT APPROVAL	EXPENSES FOR MONTH	ACCUMULATED TO DATE	BALANCE
SALARY				
UNEMPLOYMENT INSURANCE				
HOLIDAY PAY				
WORKMEN'S COMPENSATION				
OTHER (SPECIFY)				
<u>TOTAL EMPLOYEE COSTS</u>				
EQUIPMENT - RENTAL - PURCHASE				
MATERIALS				
HEAT, LIGHT, WATER				
RENTAL				
OTHER COSTS (SPECIFY)				
<u>TOTAL OTHER COSTS</u>				
<u>TOTAL EXPENSES</u>				
REVENUES				
NET EXPENSES				
<u>BANK BALANCE</u>				

PRODUCTION - SPECIFY

PLANNED

ACTUAL

2

PROBLEMS ENCOUNTERED:

CHANGES IN PLAN:

GENERAL COMMENTS, RECOMMENDATIONS,
REQUESTS, ETC:

PROJECT CO-ORDINATOR

CHIEF

DISTRIBUTION:

1. PROJECT CO-ORDINATOR
1. CHIEF
1. LOCAL AREA ADVISORY COMMITTEE
2. DISTRICT MANAGER
1. REGIONAL CO-ORDINATOR

BAND WORK PROGRAM
MONTHLY CONSOLIDATION

NAME OF BAND: _____

PERIOD COVERED BY PROGRAM: _____

	JAN.	FEB.	MAR	APR.	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.
NUMBER OF WORKERS												
NUMBER OF MAN-WEKS												
TOTAL WAGES												
EMPLOYEE BENEFITS												
OTHER COSTS												
TOTAL EXPENSES												
REVENUE												
NET EXPENSES												
BUDGET												
TOTAL CONTRIBUTIONS												

PROJECT CO-ORDINATOR:

CHIEF:

DISTRIBUTION:

1. PROJECT CO-ORDINATOR
1. CHIEF AND COUNCIL
1. LOCAL AREA ADVISORY COMMITTEE
2. DISTRICT MANAGER
1. REGIONAL CO-ORDINATOR

BAND WORK PROGRAM
PROJECT MONTHLY REPORT

PROJECT _____

NAME OF SPONSOR: _____

REPORT FOR MONTH OF:	NO. OF WEEKS COVERED	NO. OF WORKERS HIRED	NO. OF WORKERS LEFT	TOTAL NOW EMPLOYED

	TOTAL PROJECT APPROVAL	EXPENSES FOR MONTH	ACCUMULATED TO DATE	BALANCE
SALARY				
UNEMPLOYMENT INSURANCE				
HOLIDAY PAY				
WORKMEN'S COMPENSATION				
OTHER (SPECIFY)				
TOTAL EMPLOYEE COSTS				
EQUIPMENT - RENTAL - PURCHASE				
MATERIALS				
HEAT, LIGHT, WATER				
RENTAL				
OTHER COSTS (SPECIFY)				
TOTAL OTHER COSTS				
TOTAL EXPENSES				
REVENUES				
NET EXPENSES				
BANK BALANCE				

(PRODUCTION - SPECIFY

PLANNED

ACTION

2

PROBLEMS ENCOUNTERED:

CHANGES IN PLAN:

GENERAL COMMENTS, RECOMMENDATIONS,
REQUESTS, ETC:

PROJECT CO-ORDINATOR

CHIEF

DISTRIBUTION:

1. PROJECT CO-ORDINATOR
1. CHIEF
1. LOCAL AREA ADVISORY COMMITTEE
2. DISTRICT MANAGER
1. REGIONAL CO-ORDINATOR

BAND WORK PROGRAM
MONTHLY CONSOLIDATION

NAME OF BAND: _____

PERIOD COVERED BY PROGRAM: _____

	JAN.	FEB.	MAR.	APR.	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	D.C.
NUMBER OF WORKERS												
NUMBER OF MAN-WEKS												
TOTAL WAGES												
EMPLOYEE BENEFITS												
OTHER COSTS												
TOTAL EXPENSES												
REVENUE												
NET EXPENSES												
BUDGET												
TOTAL CONTRIBUTIONS												

PROJECT CO-ORDINATOR:

CHIEF:

DISTRIBUTION:

1. PROJECT CO-ORDINATOR
1. CHIEF AND COUNCIL
1. LOCAL AREA ADVISORY COMMITTEE
2. DISTRICT MANAGER
1. REGIONAL CO-ORDINATOR

APPENDIX B
AVERAGE DURATION OF
WORK EXPERIENCE PROVIDED
THROUGH WOP/BWP PROJECTS

Average Duration of Work Experience Provided
Through WOP/BWP Projects (Weeks)

<u>REGION</u>	<u>1972-73</u> <u>WOP</u> <u>to 1978-79</u>	<u>1976-77</u> <u>BWP</u> <u>to 1978-79</u>
Alberta	4	15
Atlantic	15	52
Quebec	14	35
British Columbia	13	undetermined
Manitoba	8*	24**
Total Range	4-15	15-52

* 1972-73 to 1975-76

** 1976-77 to 1979-80

APPENDIX C
SUMMARIES OF
WOB/BWP ACTIVITIES
1976-77 TO 1978-79

5 REGION SUMMARY

WOP/BWP ACTIVITIES -- 3 YEAR TOTALS -- 1976-77 TO 1978-79

	<u>WOP</u>		<u>BWP</u>		<u>TOTAL</u>	
	<u>No. of Projects</u>	<u>% of Total</u>	<u>No. of Projects</u>	<u>% of Totals</u>	<u>No. of Projects</u>	<u>% of Totals</u>
TOTAL PROJECTS	329	100	241	100	570	100
Housing	198	60	56	23	254	45
Buildings	33	10	36	15	69	12
Comm. Improve.	64	19	18	7	82	14
Soc./Cult.	10	3	15	6	25	4
Revenue Prod.	22	7	82	35	104	19

ALBERTA REGION

WOP/BWP Activities 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 YR.</u> <u>TOTAL</u>	<u>% of</u> <u>TOTAL</u>
<u>WOP</u>					
TOTAL PROJECTS	22	29	11	62	100
Housing	7	9	2	18	29
Buildings	7	8	2	17	28
Comm. Improve.	6	5	7	18	29
Soc./Cult.	-	-	-	-	-
Plan./Train.	1	1	-	2	3
Revenue Prod.	1	6	-	7	11
<u>BWP</u>					
TOTAL PROJECTS				29	100
Housing				8	28
Buildings				3	10
Comm. Improve.				4	14
Soc./Cult.				3	10
Plan./Train.				4	14
Revenue Prod.				7	24

ATLANTIC REGION

WOP/BWP Activities 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 YR.</u> <u>TOTAL</u>	<u>% of</u> <u>TOTAL</u>
<u>WOP</u>					
TOTAL PROJECTS	30	17	1	48	100
Housing	30	17	1	48	100
Buildings	-	-	-	-	-
Comm. Improve.	-	-	-	-	-
Soc./Cult.	-	-	-	-	-
Plan./Train.	-	-	-	-	-
Revenue Prod.	-	-	-	-	-
<u>BWP</u>					
TOTAL PROJECTS	8	8	2	18	100
Housing	2	3	-	5	28
Buildings	-	-	-	-	-
Comm. Improve.	-	-	-	-	-
Soc./Cult.	-	-	-	-	-
Plan./Train.	-	1	1	2	11
Revenue Prod.	6	4	1	11	61

QUEBEC REGION

WOP/BWP Activities 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 YR.</u> <u>TOTAL</u>	<u>% of</u> <u>TOTAL</u>
<u>WOP</u>					
TOTAL PROJECTS				134	100
Housing				110	82
Buildings				-	-
Comm. Improve.				24	18
Soc./Cult.				-	-
Plan./Train.				-	-
Revenue Prod.				-	-
<u>BWP</u>					
TOTAL PROJECTS				14	100
Housing				-	-
Buildings				-	-
Comm. Improve.				-	-
Soc./Cult.				1	7
Plan./Train.				4	29
Revenue Prod.				9	

BRITISH COLUMBIA REGION

WOP/BWP Activities 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 YR.</u> <u>TOTAL</u>	<u>% of</u> <u>TOTAL</u>
<u>WOP</u>					
TOTAL PROJECTS	36	29	20	85	100
Housing	6	6	10	22	26
Buildings	6	5	5	16	19
Comm. Improve.	14	6	2	22	26
Soc./Cult.	5	3	2	10	11
Plan./Train.	-	-	-	-	-
Revenue Prod.	5	9	1	15	18
<u>BWP</u>					
TOTAL PROJECTS	5	29	30	64	100
Housing	1	4	2	7	11
Buildings	1	2	4	7	11
Comm. Improve.	1	1	1	3	5
Soc./Cult.	-	2	8	10	15
Plan./Train.	-	10	2	12	19
Revenue Prod.	2	10	13	25	39

MANITOBA REGION

WOP/BWP Activities 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 YR.</u> <u>TOTAL</u>	<u>% of</u> <u>TOTAL</u>
<u>WOP</u>					
TOTAL PROJECTS					
Housing					
Buildings					
Comm. Improve.					
Soc./Cult.					
Plan./Train.					
Revenue Prod.					
<u>BWP</u>					
TOTAL PROJECTS	18	35	63	116	100
Housing	1	10	25	36	31
Buildings	5	7	14	26	23
Comm. Improve.	2	7	2	11	9
Soc./Cult.	-	1	-	1	1
Plan./Train.	1	3	8	12	10
Revenue Prod.	9	7	14	30	26

APPENDIX D
SUMMARIES OF FUNDING SOURCES
FOR WOP/BWP
AND SOCIAL ASSISTANCE
EXPENDITURES AND CASELOADS
1976-77 TO 1978-79

5 REGION SUMMARY

WOP/BWP Funding -- 3 Year Totals -- 1976-77 to 1978-79

<u>WOP (\$000's)</u>	<u>Alberta Atlantic Quebec, Manitoba</u>	<u>% of Total Budget</u>	<u>British* Columbia</u>	<u>Total 5 Regions</u>	<u>% of Total Budget</u>
Total Budget	9,412	100	1,842	11,254	100
WOP Supplement	701	7	302	1,003	9
SA Transfers	1,222	13	572	1,794	16
Other DIAND	1,346	14	443	1,789	16
Other Fed. & Prov.	2,626	28	325	2,951	26
Band	3,517	38	200	3,717	33
 <u>BWP (\$000's)</u>					
Total Budget	20,275	100	5,000*	25,275	100
BWP Supplement	2,096	10	900	2,996	12
SA Transfers	3,449	18	919	4,368	17
Other DIAND	1,516	7	1,000	2,516	10
Other Fed. & Prov.	5,435	27	1,000	6,435	25
Band	7,779	38	1,181	8,960	36
Total SA Transfers	4,671	16	1,491	6,162	17
Total WOP/BWP Supp.	2,797	10	1,202	3,999	11
Total WOP/BWP Budgets	29,687	100	7,842	36,529	100
 <u>Social Assistance</u>					
Expend (\$000's)	120,955		34,658	155,613	
Caseload (Months)	503,372		173,076	676,448	
Average Casemonth cost (\$)	240		200	230	

* Estimate for BWP -- data on sources other than BWP/SA not available.

ALBERTA REGION

WOP/BWP Funding 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>(9 mo.) 1978-79</u>	<u>3 yr. Total</u>
<u>WOP (\$000 's)</u>				
Total Budget	704	4,826	2,025	7,555
WOP	118	88	10	216
SA Transfers	241	365	225	831
Other DIAND	38	634	400	1,072
Other Fed. & Prov.	152	1,589	220	1,961
Band	155	2,150	1,170	3,475
 <u>BWP (\$000 's)</u>				
Total Budget	275	517	2,120	2,912
BWP	95	71	260	426
SA Transfers	68	331	571	970
Other DIAND				
Other Fed. & Prov.	47	38	303	388
Band	65	77	986	1,128
Total WOP/BWP	213	159	270	642
Total SA TRansfers	309	696	796	1,801
Economic SA (\$000 's)	3,862	4,078	3,224	11,164
Caseload	25,048	24,598	17,310	66,956
Total SA (\$000 's)	11,277	12,008	9,319	32,604
Caseload	62,234	61,340	42,756	166,330

ATLANTIC REGION

WOP/BWP Funding 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 yr. Total</u>
<u>WOP (\$000 's)</u>				
Total Budget	608	352	8	968
WOP	143	82	2	227
SA Transfers	42	46	-	88
Other DIAND				
Other Fed. & Prov.	421	184	6	611
Band	2	40	-	42
 <u>BWP (\$000 's)</u>				
Total Budget				1,252
BWP				293
SA Transfers				148
Other DIAND				339
Other Fed. & Prov.				404
Band				68
Total WOP/BWP				520
Total SA Transfers				236
 <u>Economic SA (\$000 's)</u>				
Caseload				
Total SA (\$000 's)	6,192	7,086	8,929	22,207
Caseload	23,175	23,734	26,379	73,288

QUEBEC REGION

WOP/BWP Funding 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 yr. Total</u>
<u>WOP (\$000 's)</u>				
Total Budget	354	263	272	889
WOP	142	70	46	258
SA Transfers	84	71	148	303
Other DIAND	93	122	59	274
Other Fed. & Prov. Band	35	-	19	54 -
 <u>BWP (\$000 's)</u>				
Total Budget				4,936
BWP				532
SA Transfers				110
Other DIAND				216
Other Fed. & Prov. Band				79 3,999
Total WOP/BWP				790
Total SA Transfers				413
 <u>Economic SA (\$000 's)</u>				
Caseload				
Total SA (\$000 's)	5,500	5,751	6,956	18,207
Caseload	29,085	27,300	30,400	86,785

BRITISH COLUMBIA REGION

WOP/BWP Funding 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 yr. Total</u>
<u>WOP (\$000 's)</u>				
Total Budget	674	656	512	1,842
WOP	125	98	79	302
SA Transfers	216	211	145	572
Other DIAND	89	143	211	443
Other Fed. & Prov.	133	170	22	325
Band	111	34	55	200
 <u>BWP (\$000 's)</u>				
Total Budget	-	-	-	5,000*
BWP	209	348	343	900
SA Transfers	155	274	490	919
Other DIAND	-	-	-	1,000*
Other Fed. & Prov.	-	-	-	1,000*
Band	-	-	-	1,181*
 Total WOP/BWP	334	446	422	1,202
Total SA Transfers	371	485	635	1,491
 Economic SA (\$000 's)	4,355	4,602	5,190	14,147
Caseload	22,164	20,864	23,698	66,726
 Total SA (\$000 's)	10,360	12,000	12,298	34,658
Caseload	56,976	58,488	57,612	173,076

* estimate -- data not available

MANITOBA REGION

WOP/BWP Funding 1976-77 to 1978-79

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>3 yr. Total</u>
<u>WOP (\$000 's)</u>				
Total Budget				
WOP				
SA Transfers				
Other DIAND				
Other Fed. & Prov.				
Band				
 <u>BWP (\$000 's)</u>				
Total Budget	2,760	3,779	4,636	11,175
BWP	257	337	251	845
SA Transfers	403	844	974	2,221
Other DIAND	88	538	335	961
Other Fed. & Prov.	1,960	1,309	1,295	4,564
Band	52	751	1,781	2,584
Total WOP/BWP	257	337	251	845
Total SA Transfers	403	844	974	2,221
 Economic SA (\$000 's)				
Caseload				
Total SA (\$000 's)	14,918	15,155*	17,864	47,937
Caseload	57,308	55,599*	64,062	176,969

* 11 months

APPENDIX E

COMMUNITY EMPLOYMENT

PLANS PRODUCED THROUGH BWP

Community Employment Plans Produced Through BWP

<u>Region</u>	<u>No. of Bands Participating in BWP</u>	<u>No. of Comprehensive Community Employment Plans Produced</u>
Alberta	11	1
Atlantic	6	1
Quebec	7	1
British Columbia	39	9-11*
Manitoba	49	0**
Total	112	12-14

* At least 5 plans had been in place prior to involvement in BWP.

** Region did not adopt community employment planning as a formal objective.

APPENDIX F
BAND INVOLVEMENT
IN WOP/BWP

Band Involvement in WOP/BWP

<u>REGION</u>	<u>TOTAL NO. BANDS</u>	<u>NO. PARTIC. IN WOP 1972-79</u>	<u>% OF TOTAL</u>	<u>NO. PARTIC. IN BWP 1976-79</u>	<u>% OF TOTAL</u>
Alberta	42	30	71	11	26
Atlantic	28	28	100	6	21
Quebec	39	27	69	7	18
British Columbia	194	71	37	39	20
Manitoba	58	47	81	49	84
Totals	361	203	56	112	31

APPENDIX G

CEIC FUNDING TO NATIVE PEOPLE

1976-77 TO 1979-80

CEIC FUNDING TO NATIVE PEOPLE¹ (\$000 's)

<u>PROGRAM</u>	<u>1976-1977</u>	<u>1977-1978</u>	<u>1978-1979</u>	<u>1979-1980</u>
Local Initiatives Program (LIP)	14,531	4,000	(Program terminated)	-
Canada Works	9,500 (Phase I)	33,800 (Phase II)	33,100 (Phase III)	(Phase IV) ²
Local Employment Assistance Program (LEAP)	2,659	5,554	5,858	11,855 ³ 12,825 ⁴
TOTAL ⁵	26,690	43,354	38,958	24,680

Source: Native Employment Branch, CEIC.

Notes:

1. Status and Non-Status
2. No specific allocation was tabulated for Natives in Phase IV of Canada Works
3. Regular LEAP
4. Transitional LEAP
5. Total for 1976-77 to 1978-79 was \$109,002,000. Assuming a 50-50 split for status and non-status and an allocation in proportion to on-reserve population, it is estimated that in five regions reviewed some

$$(\$109 \text{ million} \times \frac{50}{100} \times \frac{131}{221})$$
\$32 million was made available by CEIC to Indians over this three year period under its major employment programs.