

MID-TERM EVALUATION -
INDIAN RESERVES COMPONENT

CANADA/ALBERTA/SASKATCHEWAN
NORTH SUBSIDIARY AGREEMENTS



**Indian and Northern
Affairs Canada**

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et du Nord Canada**

**Evaluation Branch
Corporate Policy**

**Direction de l'évaluation
Orientations générales**

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NORTH SUBSIDIARY AGREEMENTS

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EXECUTIVE SUMMARYBACKGROUND-AGREEMENTS

The General Development Agreement (GDA) and the Subsidiary Agreements are arrangements with the individual provinces and with the Department of Indian and Northern Affairs, to undertake programs for economic development and infrastructure facilities. This evaluation is concerned with the separate programs for Indian reserves in Northern Alberta and Saskatchewan.

The Alberta Agreement for \$10,000,000 funding covers the period April 1, 1977 to March 31, 1982.

The Saskatchewan Agreement for \$18,000,000 covers the period April 1, 1978 to March 31, 1983.

In Alberta costs are shared by DREE and DINA on a 50/50 basis.

In Saskatchewan costs are shared by DREE and DINA on a 60/40 basis.

The Alberta Agreement excludes professional costs for administration, survey, engineering or architectural design services.

The Saskatchewan Agreement allows such approved costs.

PROGRAM OBJECTIVES

In general both programs include projects of the following types:

- Water Supply

- Sanitary Services

- Power Supply

- Fire Protection

- Community Physical Plans

- Community Facilities - Multi-purpose

EVALUATION PURPOSE AND METHOD

The purpose of this evaluation is to determine the degree to which the projects meet the program's objectives and to recommend changes. In particular, the opinion of a sample of Indian bands has been obtained as to the program's effectiveness in meeting both the objectives and the Indians' own requirements.

The allocation and delivery system is described and problem areas identified for later evaluation.

The provision for operation and maintenance is also evaluated.

The Evaluation Steering Committee selected five bands in each province as providing a general cross-section of northern reserves involved in the program. These are:

Alberta:	Saddle Lake
	South Tall Cree
	Heart Lake
	Whitefish Lake
	Janvier
Saskatchewan:	<u>Meadow Lake District</u>
	English River Patuanak
	Waterhen
	<u>Prince Albert District</u>
	La Ronge/Stanley Mission
	Pelican Narrows
	Black Lake

A search was first made of Committee Minutes and DINA records. Detailed discussions were also held with DINA Engineering Departments in Edmonton and Regina. Structured interviews were arranged with band leaders and members, on the ten sample reserves and with government people involved in the programs. Finally, unstructured interviews were held with policy makers in the government and Indian organizations.

ALLOCATION AND DELIVERY

In both provinces, there was general agreement that the highest priority be given to health related infrastructure projects. The result is that the greatest proportion of funds have gone to water and sewer projects, 46% in Alberta and 51% in Saskatchewan.

The interviews showed that there was ineffective communication in advising the band members what they could realistically expect from the program. The community plans and feasibility studies projected long-term capital needs, for which there was only minimal funding for the foreseeable future. Many of the engineering plans also covered phases that would not be implemented for up to a decade and, in some cases, appeared oversized to accommodate the likely requirements.

A more realistic approach is required. Feasibility studies could be limited to projects that could be funded within the five year period and planning and engineering studies confined to limited objectives.

Alberta Allocations

In Alberta allocations were made by DINA with the support of a consultant's study of the 28 reserves. Due to late signing of the agreement, budget allocation had to be made over four years.

Saskatchewan Allocations

The Meadow Lake District allocating was assisted by a consultant's study, whereas the Prince Albert District allocation was undertaken internally by DINA, in consultation with the bands.

Alberta Delivery Process

Alberta has progressed to a greater degree than Saskatchewan in block funding under Vote 15. Many of the functions and funds administered by the DINA District offices have been turned over to the bands.

In the case of the Lesser Slave Lake District, the responsibility has been assumed by the Council of Chiefs. The Northeast Tribal Council of Chiefs has determined a formula for fund distribution after which the bands handle the project implementation.

The bands' main complaint is with the delays in obtaining project approvals from Ottawa.

Saskatchewan Delivery Process

The majority of funding has been done under Vote 10. DINA's intention, however, is to use Vote 15 for the bands with more advanced administrative capabilities.

There was a general complaint from the bands and government of the performance of the Department of Public Works. This evaluation however, has not included the viewpoint of DPW nor an assessment of possible DINA contribution to this poor performance. A swing to Vote 15 will be accelerated in part as a means of avoiding having to use D.P.W.

Approvals of some projects had been held up for a year or more, due to the approvals procedure required by Ottawa.

Operation and Maintenance

Despite recommendations in Consultants' reports and engineering plans, the funding for operation and maintenance is largely neglected. No additional funds have been allocated by Ottawa for operating and maintaining the infrastructure projects introduced under the Agreements. DREE cannot fund such ongoing costs.

Training

There are few instances where provisions have been made for training of operation and maintenance personnel despite available funding from DREE and CEIC.

PROGRAM EVALUATION

Statistical Breakdown

The following tables show the distribution of funds allocated under the programs in each province:

Alberta

The expenditure figures shown are for the three years for which there was cash flow. This information was obtained by doubling the payout figures provided by DREE, as the information was not available from DINA. The DINA projected expenditure figures for 1981/82 indicate there will be a carry over of \$1,054,872 that will have to be expended by the end of the year 1982/83 in order to utilize the \$10,000,000 total.

It should be noted that consideration is proposed for increased funding for the Indian reserve program 3 of \$14,000,000, in the Concept Paper February 1981, prepared by the Canada/Alberta Joint Committee, on the Alberta North Subsidiary Agreement. This would be shared equally by DREE and DINA and is based on the same percentage addition as that for the proposed addition for Canada/Alberta funding for the other programs. This is intended to cover the period 1981/84 and is in addition to present funding under the Agreement.

Saskatchewan

These DINA figures show the current distribution of Northlands funds both as expended and the intended distribution of the remaining funds to the total of \$18,000,000.

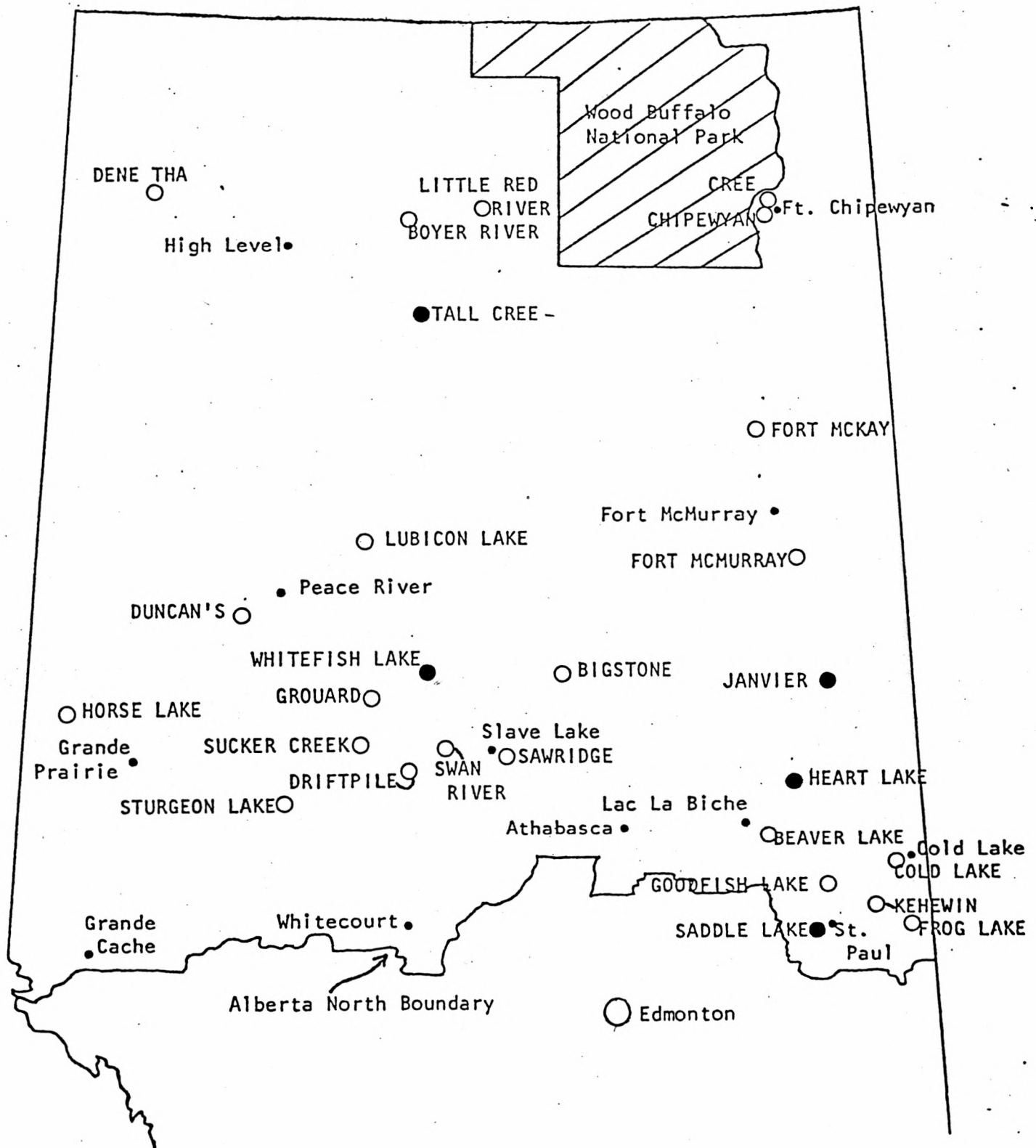
DISTRIBUTION BY PROGRAM TYPE

ALBERTA	1978/79	Expended 1979/80	1980/81	Projected 1981/82	Carry Over 1982/83	TOTAL EXPENDED	% of TOTAL
Water & Sewer	\$354,004	\$1,119,127	\$1,154,799	2,624,000	TO BE DETERMINED	\$2,627,930	46.0
Community Serv.		5,150				6,150	.1
Planning	212,712	378,155				590,867	10.3
W & S Study		26,500	15,000			41,500	.7
Inter.Roads	59,458	864,226	60,000	424,000		983,684	17.2
Flood Control	223,361					223,361	3.9
Power Supply		315,124	1,512			316,636	5.6
Sanitary Serv.		113,674	552,926	34,400		666,600	11.7
Fire Protect.		36,000	220,000	150,000		256,000	4.5
TOTALS	\$849,535	\$2,858,956	\$2,004,237	3,232,400	1,054,872	\$5,712,728	100.0

SASKATCHEWAN	1978/79	Expended 1979/80	1980/81	Projected 1981/82	1982/83	EXPENDED TOTAL	% of TOTAL
Water & Sewer	\$373,150	\$1,340,000	\$833,100	\$3,098,200	\$3,330,100*	\$9,209,550	50.8
Community Serv.	739,200	1,567,900	403,000	1,131,600	864,900	4,706,600	26.0
Planning	60,400	236,100	114,300	76,000		486,800	2.7
Study & Design	46,200	56,900	98,800	369,100	161,600	732,600	4.1
Inter.Roads			72,000		243,000	315,000	1.7
Power Supply			490,000	100,000		590,000	3.3
Fire Protect.		150,000	220,000	440,000	220,000	1,030,000	5.7
Admin. & Eval.	93,000	233,000	223,000	223,000	257,500**	1,029,500	5.7
TOTALS	\$1,311,950	\$3,583,900	\$2,454,000	\$5,437,900	\$5,037,100	\$18,100,050	100.0

* Includes \$235,000 and ** \$40,000 carry over to 1983/84

INDIAN BANDS AND THEIR MAJOR LOCATIONS WITHIN THE ALBERTA NORTH BOUNDARY



○ = Indian Reserve/Community

CREE = Band Name

● EVALUATION RESERVE

DREE ALBERTA
January 1981

JANVIER

The major program project here is the construction of a 6 km road from the provincial airstrip through the Janvier Community at a cost of \$376,424. Other expenditures include fencing the airstrip (\$18,000); and various studies and preliminary designs costing \$34,734.93. The total cost is \$429,158.93.

The road was a high priority item and has been carried out satisfactorily, and within budget.

The major band complaint is that they have no funds for a professional administrator.

Their priorities are now:

1. Water Supply - shallow wells are susceptible to pollution from privies and septic fields. The school water system that draws from the lake does not seem to have the capacity to supply the community.
2. Funds to organize Recreational activities as well as facilities.
3. Economic Development.

Evaluation - The program has benefitted Janvier, but the poor economic base and isolation results in an environment less attractive than most of the sample reserves.

SOUTH TALL CREE

The major projects carried out under the program are: the extension of the power line from North Tall Cree to South Tall Cree at a cost of \$142,600, plus \$120,000 for Right-of-Way clearing carried out by the Band; the construction of a river intake and water treatment plant at South Tall Cree (\$125,000); planning and engineering studies (\$48,900); and provision of temporary water storage facilities and a water delivery truck (\$34,900). The total cost is \$471,400.

The water supply project was their top priority, to avoid hauling water from Fort Vermillion, and the power line was their second priority. Both have been carried out satisfactorily and on budget.

Evaluation - There has been some delay in completing the water system due to inexperience in their implementation and inefficiency due to the remote location.

HEART LAKE

A number of expenditures have been made under the program; a well test program \$13,200, a well drilling program \$15,000 (3 out of 5 usable), a garbage truck \$15,000, a physical development plan \$13,400, a fire truck \$30,000, a sewage disposal feasibility study \$15,000, a water feasibility study, \$15,000, and Topographical mapping \$5,700 for a total amount of \$122,300.

The band is satisfied with the fire and garbage trucks and have high praise for DINA's fire protection assistance. The only value they see in the rest of the expenditures is for three wells not yet completed. They feel the studies were of no use to them.

They have royalty income which has enabled them to provide other wells, septic tanks and holding tanks, for every house on the reserve. They cannot understand the Steering Committee's interpretation that does not allow assistance for this practical solution. DREE indicates it supports the Band's viewpoint.

Evaluation - The interviews produced the most specific criticism of the program, with supporting arguments. Their successes have, on the whole, been achieved despite the Alberta/Northlands program.

WHITEFISH(ATIKIMEG)

The projects carried out here are a water and sewer study and design \$36,000, a sewage lagoon \$290,000, not yet completed, and a water treatment and pump station, design and construction \$86,000. A water truck has also been approved.

The projects have not been handled efficiently due to band inexperience. They were started under Vote 10, and then shifted to Vote 15, when the Lesser Slave Lake Indian Regional Council (LSLIRC) was formed. The project was delayed and ran over budget.

The band is reasonably satisfied with the LSLIRC administration. Water and sewer were high priority items but the band is anxious to develop projects to provide jobs.

Evaluation - Lack of experience under the new LSLIRC, probably accounts for the poor handling of the projects.

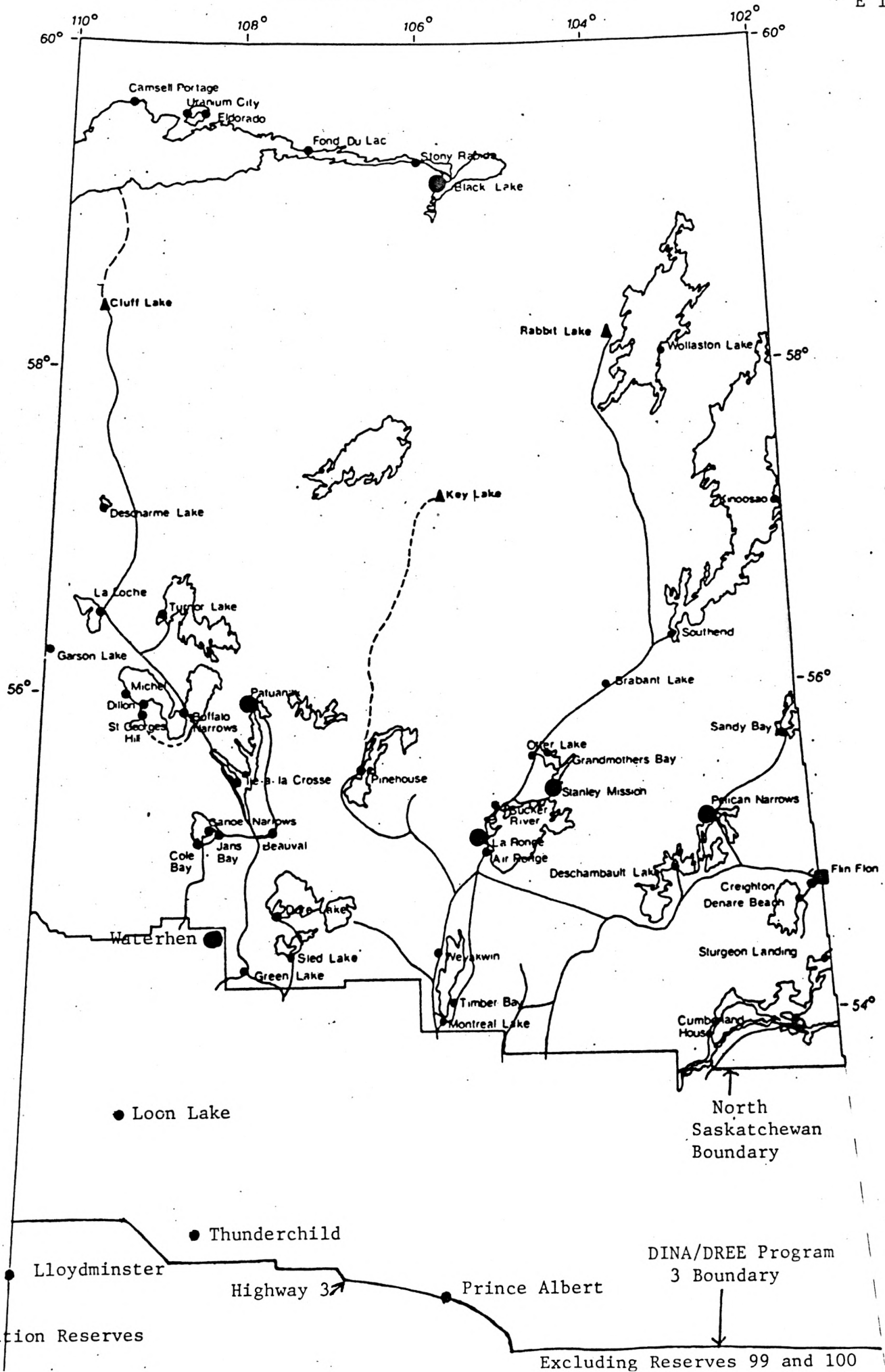
SADDLE LAKE

Four projects have been funded on the reserve under the Program, a physical development plan \$17,800, a fire truck garage \$30,000, the design of a water treatment plant \$22,000 and the construction of the water treatment plant, including a lake intake, truck filling system and distribution pumping system. This was Phase 1 of a three phase project, Phase 2 is a 6.4 km supply line to the core area and Phase 3 includes storage facilities and distribution system in the core area. The three phases were estimated to total \$2,033,400 in 1979 but have increased and are still under review by Treasury Board.

The band has a royalty income of \$5.6 million and complete administrative staff. The projects have been handled efficiently but as the understandings have not been put in writing the band claims there was confusion, as to the amount of funding from government sources. There have been undue delays getting DINA Ottawa approvals and with the band having to borrow to pay the contractor.

Evaluation - The band is part of the Northeast Tribal Council and receives its share of the funds formerly controlled by the district office in St. Paul.

The projects have been well handled by the band but have suffered due to poor communication with DINA.



WATERHEN

A community planning study and an arena are the projects at Waterhen which have been done under the Northlands Agreement. The design of the arena was covered under the Interim Northlands Agreements, while construction was done under the present agreement, and was completed in 1980. The planning study is presently at the final draft stage.

Construction of the arena was started under a Canada Works Program and then DPW was imposed on the band, under the Northland Agreement. This caused hard feelings.

The Band did not perceive the planning study responded to the terms of reference, and they asked to administer the study. They advise that this was turned down by DINA 'due to cash flow problems'.

Evaluation - A more flexible approach with DINA allowing the band more responsibility but still supplying technical assistance, would have achieved a better solution.

ENGLISH RIVER (PATUANAK)

The feasibility report identified the cost estimate for the water and sewer project at \$1,500,000, changes to the scope of the project were then made to accommodate the remaining budget funds of approximately \$800,000.

It is now over a year since the original submission was sent to Ottawa for approval and has still not been granted.

The band does not blame the district DINA people, but are very frustrated by the delays.

They said they had, originally, requested roads as their first priority and still feel the same way. The Band reported that this was turned down due to the possible damage due to the water and sewer construction and the necessity of repairing the roads again.

Evaluation - This is an example of the problems with the DINA Ottawa approval system. The reduced scope of the project will only allow servicing to 20 out of the 60 residents in the core area.

PELICAN NARROWS

The Northlands Agreement covers a sewer and water project, and a recreation facility in this Community. The recreation facility is only partially funded under the Northlands Agreement. Contributions have also been made by DINA, CEIC and the Band. Funds amounting to \$149,000 have been transferred from the Southend Centre project to complete construction this year. The proposed sewer and water system is also only partially funded under the Northlands Agreement. Facilities will also be cost shared by DNS and the proposed new school. The Treasury Board submission for this project has been made but must be amended as it was based on incorrect ratio of status to non-status students.

Although the band is generally in agreement with the results of the sewer and water feasibility study, they are not happy with the lack of communication and consultation from DINA in the consultant selection process. The sewer and water project is the Band's top priority and was originally studied by engineers in 1960. They feel that communication from DINA regarding the status of the project and Band input into decision making has been most inadequate.

Evaluation - The band leaders feel strongly that they must administer funds themselves, and point to programs now administered by the band as examples of their capabilities. DINA personnel at Regina regional office have indicated that this project is one that could be done under Vote 15, however, they do not seem to have communicated this to the band. General lack of communication and inordinate delay seems to be the main problem.

BLACK LAKE

The work done to date under the Northlands Agreement includes the community planning, contribution to the community hall/band office, emergency repairs to the sewer tile field and lagoon, geotechnical and predesign work for a new lagoon. The future work committed for the year 1982/83 is for construction of a sewer system including lift stations and the new lagoon at a higher level, allowing effluent to drain into muskeg rather than the lake. The water and sewer system will be designed to serve the core area, including the school and the band office and to provide water stand-pipes in the community.

The design and location, of the old sewage lagoon is the contentious issue.

The original project was illconceived by DINA and poorly executed by the band. The multipurpose building is completed to the Band's satisfaction.

Evaluation - The original problems with the old lagoon surfaced in 1973 and have taken much too long to resolve, and have caused much of the dissention between the Band and DINA.

LAC LA RONGE/STANLEY MISSION

The installation at La Ronge concerned water and sewer projects, for what is termed the Far Reserve, which is a few miles from the La Ronge band office. These projects also served AirRonge, a non-status Indian and white community. Under the joint funding arrangement with the Department of Northern Saskatchewan, DNS assumed the responsibility for installing the water system and the Indian reserve through DINA for installing the sewer project. The Northland's share was \$715,500.

At Stanley Mission, a power line project has been completed. A water and sewage installation is completed and serves the school, teacherage, and the medical clinic.

The water system, handled by DNS, was completed on schedule but the sewer installation, by DPW is a year behind schedule and is still not completed.

The other projects and those at Stanley Mission have been completed to the Band's satisfaction.

The Band wants to handle most projects under Vote 15, and are now handling a \$5,000,000 budget for their complete school district. They are anxious to get funding for a variety of Economic Development projects.

Evaluation - This seems to be an example of DPW inefficiency and is the prime cause for dissatisfaction, otherwise the projects are completed efficiently.

CONCLUSIONS AND RECOMMENDATIONS

Objectives

The Agreements' objectives are essentially being met, within the limitations set by the low funding levels established.

The priority given to water and sewer projects and some other infrastructure projects, is generally accepted.

Planning

In many cases the Agreements have been the bands' first introduction to the formal planning and consulting process. In most cases this has been a valuable exercise in assuring community participation. In their perception, planning has however, often raised band members' expectations and led them to the conclusion that the items agreed to in the plan would be implemented. This has not been the case due to limited funding allocated for the five year programs. The bands have not had the opportunity to decide to what extent the water and sewer projects should be taken, before diverting money to economic development or other purposes.

Recommendation (Long Term) - That criteria be developed for future projects that determine the minimum infrastructure each band requires, to allow diverting funds to other purposes.

Recommendation (Long Term) - That the arbitrary southern geographic line be eliminated and that all reserves, north and south, be considered for future funding based on need criteria.

Recommendation (Short Term) - That priorities be determined and needs analysis be completed to allow planning for the next two five year program periods, for joint DINA/DREE funding or any other method of funding that may be considered.

Design

The extent of individual hookups, for sewer and water, has not been determined by the bands. Many elaborate designs have been approved for complete service systems with surplus capacity, where the band may only wish the minimum facilities necessary for health, so that they can use remaining funds to produce income.

Recommendation (Long Term) - That designs be limited to the degree of service the band feels essential.

Allocation

Most bands want to deal directly with DINA for both allocation and implementation,

but some degree of allocation by Indian District Councils should be maintained.

Delivery

The procedure for obtaining approvals in Ottawa takes too long and increases costs.

Recommendation (Long Term)- That an independent task force prepare recommendations to streamline the approval process both at Ottawa and at the region.

The bands and most people interviewed favour delivery of projects under Vote 15, whenever the band itself feels competent to handle the project. This requires the band to have or hire the necessary experts to handle the job efficiently.

Recommendation (Short Term) - That all remaining funds be released under Vote 15, if the band wishes, subject to their having the necessary expertise.

Bands wished the option of using private consultants or the Department of Public Works for construction projects.

Recommendation (Short Term)- That DPW be required to submit competitive bids under the same conditions and with the same performance guarantees required of private contractors.

The levels for projects requiring approval in Ottawa were set years ago and are now too low.

Recommendation (Short Term)- That the project cost level requiring ADM Ottawa approval be raised to \$1,000,000 for both Vote 10 and Vote 15.

Operation and Maintenance

Insufficient provisions have been made for project operation, maintenance or staff training. Unless other firm arrangements are made, DINA must fund such expenditures. Canada Employment and Immigration Commission is prepared to support training programs for permanent positions.

Recommendation (Long Term)- That specific agreement provisions involving DINA, CEIC and DREE be developed for O & M and Training, and that cost-sharing arrangements be made reflecting their respective obligations.

Recommendation (Short Term) - That an immediate program be developed to train and employ on a continuing basis one or more band members to provide all routine maintenance services in the reserves.

Accounting and Reporting

Reporting should show all adjustments in scope and costs of projects. Projections should be indexed for inflation.

Recommendation (Short Term) - That DINA and DREE share all front-end expenditures as part of current and future agreements.

Recommendation (Long Term) - That administration, architectural and engineering costs be allowed as eligible cost sharing expenses in future agreements.

Recommendation (Short Term) - That Alberta's recording and reporting system be revised and improved immediately and that a uniform, approved report format and review procedure be established.

Study Limitations

Page 15 of the main report lists certain limitations that restrict the scope of this investigation.

EXECUTIVE DECISIONS REQUIREDDREE/DINA

1. Policy - boundary line determination for future programs.
 - could a more elementary system be financed, e.g. Heart Lake.
 - Alberta/Saskatchewan disparity in cost sharing ratio.
2. Delivery - front end financing by both DINA and DREE.
 - mandatory use of DPW (Saskatchewan) to be reconsidered.
(is DPW really as bad as reported)

DINA OTTAWA

1. Policy - hook-up, who is to pay, can DREE contribute?
 - housing adequacy to receive sewer/water installations.
 - operation and maintenance funding to be assured for all installations.
2. Delivery - authority delegation to be reviewed.
 - approval process to be reviewed in order to improve and shorten the procedure both in Ottawa and at the region.
3. Standards- are we overdesigning for capacity and for type of facility?

REGION/DISTRICT

- | | |
|--------------|---|
| Alberta | - improved accounting for Alberta North projects to be implemented. |
| Saskatchewan | - more Vote 15? |
| | - mandatory use of DPW (also shown above) |
| Both | - communication (could other parts of Agreement be used for reserves) (also DREE) |
| | - training (particularly use of CEIC for permanent maintenance position.) |
| | - needs identification for future agreement required. |
| | - accounting - future projections to be indexed for inflation and monthly records to show changes in scope of projects as well as \$ changes. |

BAND/REGION/DISTRICT

1. Identification of minimum infrastructure requirements to be made.
2. Must take greater responsibility to insist on meaningful consultation.
3. District Office approach does not seem to have been effective in communicating planning implications for implementation.

GENERAL

1. Should future agreement have a mandatory amount of funds for economic development?
2. Should DPW be sent a copy of the report?

2. BACKGROUND-AGREEMENTS

2. BACKGROUND - AGREEMENTS

General Agreements

The two agreements under this study are a reflection of the mandate of the Department of Regional Economic Expansion (DREE) to implement long term, large scale intergrated and coordinated programs dealing with regional economic and social development, designed primarily to reduce the disparity in employment opportunities between provinces and regions.

In 1971 a review was made of various programs funded by DREE under the Rural Economic Expansion Act, Regional Development Incentives Act, the Agricultural Development Act, the Prairie Farm Rehabilitation Administration and the Fund for Rural Economic Development. As a result of this review a General Development Agreement (GDA) was negotiated with all of the provinces except Prince Edward Island.

The intent of these agreements was to spell out the broad objective for development and the procedure for implementation of programs involving both the federal and provincial governments. These General Development Agreements recognized the leading role of the provincial responsibility in determining provincial social and economic policies. Under these agreements, DREE was to play no part in implementation.

The General Development Agreements dealt with basic principles; specific projects were to be covered under subsidiary agreements. It was these subsidiary agreements that were to more closely identify specific criteria and implementing procedures applicable within each Province.

The overall emphasis of the GDAs is on economic development and the equitable distribution of the benefit of such development. It does draw attention to the enhancement of lifestyles including the provisions of greater access to social amenities and the improvement of social environment by provisions for infrastructure facilities. It must be emphasized that the prime intent and emphasis is economic development.

Alberta Agreements

Canada and the Province of Alberta signed the General Development Agreement (GDA) on March 6, 1974 and on March 11, 1975 they signed the interim Subsidiary Agreement for Alberta North, followed by the signing of the Canada Alberta North Agreement February 8, 1978. This agreement covers the five year period from April 1, 1977 to March 31, 1982.

The Agreement embraced a broad range of initiatives in Northern Alberta in the areas of Human Development, Community Services and Facilities, (both general and on Indian Reserves), Social Adjustment and Professional Development, and Community Economic Development. As laid out in the Subsidiary Agreement, its objectives are:

- (a) to provide options and opportunities for the people of Northern Alberta to contribute to and participate in the development of the region.
- (b) to initiate the social and cultural amenities, community infrastructure improvements and services required to enable people of Northern Alberta to participate in Northern Development; and
- (c) to encourage the orderly development of northern Alberta for the benefit of the inhabitants and the Province.

The Subsidiary Agreement goes on to say:

This agreement will include projects undertaken within the following programs:

- (a) Human Development - This program is designed to provide a process through which individuals and families can make informed decisions regarding their future. Projects will provide individuals with the opportunity to develop life skills and attitudes that are prerequisites for entry into socioeconomic opportunities.
- (b) Community Services and Facilities - This program is an essential supporting mechanism to the Human Development Program. It will assist communities, individuals, and families to establish a healthy and safe environment within which they can live and plan for the future.
- (c) Community Services and Facilities - Indian Reserves.

This program will be identical to the Community Services and Facilities Program, except that it provides for programming on Indian Reserves and will be cost shared by the Department of Regional Economic Expansion and

the Department of Indian and Northern Affairs.

- (d) Social Adjustment and Professional Development - This program will assist individuals and families who have decided to move from the remote communities to training and/or employment opportunities. Program activities will complement existing programs by providing special social adjustment counselling and by increasing opportunities for residents of remote communities to gain entry into paraprofessional and professional careers.
- (e) Community Economic Development - This program will assist individuals, groups, and community organizations to identify socioeconomic opportunities and to formulate development proposals and gain socioeconomic experience in the local setting. Assistance under this program will be limited to those projects for which no assistance is available under existing federal, provincial or private sector funding.

It should be noted that provision is made in the agreement for Community Services and Facilities, on Indian Reserves, the costs to be shared 50/50 between the Department of Indian and Northern Affairs, (DINA) and the Department of Regional Economic Expansion (DREE). There is nothing in the agreement that specifically excludes the other programs from Native participation, other than the general proviso that Community Economic Development would be limited to those projects for which no assistance is available under existing federal, provincial or private sector funding.

The Subsidiary Agreement states:

'all projects to be undertaken within the program, Community Services and Facilities - Indian Reserves, shall be approved by Canada through its representative on the Joint Committee and shall be consistent with the objectives set forth in subsection 2.2 and with guidelines and procedures established by the Joint Committee under subsection 3.2(a). Canada's representative on the Joint Committee shall consult with the Province's representative to ensure coordination of related activities prior to approval of any projects under this program'.

Also:

'nothing in this Agreement shall be construed to affect the special status of Indian people and of reserve lands, and furthermore, nothing in the Agreement shall jeopardize the Indians' positions with respect to any legal obligations which Canada might have because of the treaties or of claims arising therefrom'.

The Alberta North Agreement was to terminate March 31, 1982, with no projects to be approved after the termination date and no completion date to extend beyond March 1, 1983, with no claim to be honoured unless received within six months following this completion date. The 'Financial' provisions state it should be noted that

"the eligible costs of infrastructure projects to be implemented under this Agreement shall consist of all direct costs which, in the opinion of the Joint Committee, have been reasonably and properly incurred by the Province for the purpose of implementing the infrastructure projects plus ten percent (10%) of such direct costs. Eligible costs shall not include administrative, survey, engineering or architectural costs'.

It should be noted that "eligible costs shall not include administrative, survey, engineering or architectural costs".

Saskatchewan Agreements

In Saskatchewan the General Development Agreement, signed February 11, 1974, was to encourage economic and social development, and to provide options and opportunities to enable people in the area to contribute to and participate in that development.

This was followed by an interim Northlands Subsidiary Agreement signed August 18, 1975. The Federal and Provincial governments agreed to share the costs of certain programs immediately and to formulate a long term development strategy designed to encourage the socioeconomic development of Northern Saskatchewan.

The Canada-Saskatchewan Northlands Subsidiary Agreement, signed August 28, 1978, includes programs on Indian reserves for infrastructure purposes over a 5 year period April 1, 1978 to March 31, 1983. Under the terms of this agreement, DREE cost shares approved projects on Indian Reserves with DINA on a 60/40 ratio basis.

The Saskatchewan Northlands Agreement specifically states Canada will 'in conjunction with the appropriate band council, accept responsibility for the project operation, maintenance and repair, except in cases where other federal-provincial agreements apply'.

The group responsible for the management and implementation consisted of 8 members from various federal and provincial departments including a representative from the Department of Indian and Northern Affairs. Their functions include:

- '(a) recommending annually to the Ministers, as required by sub-section 9.1 of the GDA, estimates concerning proposed expenditures under this agreement to the subsequent fiscal year;
- (b) approving an annual work program, subject to Schedules "B" and "C".
- (c) providing a progress report to the Ministers prior to the annual GDA meeting.
- (d) appointing an implementation Secretariat pursuant to sub-section 4.10 and delegating such responsibilities and authorities to it as the Group deems necessary.
- (e) providing for consultation between Canada and the Province on matters concerning the next phase of the long-term development strategy.

- (f) providing for a review and assessment of programs listed in Schedules "B" and "C" of this Agreement, as required.
- (g) providing for the distribution of information regarding development opportunities, undertaken within the terms of this Agreement to northern residents and as appropriate, for consultation with northern residents concerning the direction of development activities.
- (h) determining eligible costs, pursuant to sub-sections 6.5, 6.6 and 6.7 and
- (i) establishing such other procedures as may be required for the administration and management of this Agreement'.

Further the Group may establish

'a Canada-Saskatchewan Northlands Program Review Committee comprised of local government representatives and other representatives of Northern residents which may include Indian and Native associations, to assist the Secretariat in its functions. This Committee will review all proposals eligible for cost-sharing under the Agreement and advise the Group, through the Secretariat, of local concerns related to those proposals.'

'Prior to approval of any sub-project providing for capital expenditure in communities where traditional federal and provincial responsibilities for capital expenditure are both to be exercised, an arrangement must be entered into clarifying responsibilities for construction, operation and maintenance of such local facilities among all parties, inter alia the Department of Indian Affairs and Northern Development, the Department of Northern Saskatchewan, the Band Council and the Local Community Authority, prior to the undertaking of such works.'

'All projects to be undertaken under this Agreement and within the programs listed in Schedule "C" shall be approved by Canada, by the Federal Administrator and a designated representative of the Department of Indian Affairs and Northern Development in the case of the Indian Reserve Program, or by a representative of Canada Employment and Immigration Commission in the case of the Manpower Development Services Program, and shall be consistent with the objectives set forth in subsection 2.2 and 2.3'.

Under the Saskatchewan Agreement the statement is included:

'eligible costs shall not include administrative, survey, design, engineering, or construction supervision costs, unless such costs are incurred pursuant to a contract or labor service arrangement, specifically entered into for the provisions of the service'.

The Saskatchewan Agreement includes this special provision as Program 4 for the Indian Reserve Programs:

'in the case of Community Services projects which are not carried out on Reserve lands, but are for the benefit of Indian people, Canada shall contribute one hundred percent (100%) of that portion of the eligible costs, which in the opinion of the Group, has been expended for the provision of the service to Indian Reserve lands'.

The objectives and structure of this program to be identical with that described in program 3 for cost-sharing with DREE and the Province as follows:

Community Planning

This project will be designed to foster the orderly development of northern communities and to strengthen local government through support to locally-directed community planning. Eligible planning activities will include both basic socioeconomic community development planning and related physical planning. Funds may also be provided for the hiring of expertise to assist the community in the organization and implementation of associated community-development projects and to train local persons in the role of community leadership.

Potable Water Supply and Sanitary Waste Disposal

This project will be designed to assist all permanent northern communities to attain a minimum level of health and safety standards through the provision of an essential level of potable water supply, sanitary waste disposal and basic fire-fighting capability.

Multi-Purpose Community Facilities

This project will be designed to support the social, economic, cultural and organizational development of northern communities through the provision of basic facilities for essential community activities, such as the delivery of human development services, the functions of local government, recreation and community assembly.

It is noted in the Saskatchewan Agreement that by 1986, 5,500 man years of additional employment will be required, of which 80% will be required by Northern residents now living in traditional Northern communities. The Agreement states that:

'the development approach will have three primary thrusts as follows:

- (i) to provide an increased range of income and employment options for northern residents, by influencing the pace and direction of resource development and facilitating the broadening and diversification of the northern economic base.
- (ii) to improve the access of northern residents to existing and future development opportunities in the region and beyond, by working to remove the barriers of geographic isolation, lack of work-related skills and experience, and poor living conditions in an unstable social environment.
- (iii) to increase the level of participation of northern residents in the economic, social and cultural development of northern Saskatchewan through development of skills and mechanisms which offer increased influence and accountability for northern residents and northern communities in decisions which affect their future.

A broad range of social and economic development initiatives will be required to support this strategy'.

It also states:

'in addition to supporting economic expansion in Northern Saskatchewan, this Agreement will assist northern residents and northern communities to acquire the skills, and the social and physical environment required for full participation in community affairs and development opportunities. Northern communities will be encouraged to assume a lead responsibility in the determination of community economic and social development strategies and the provision of essential community infrastructure.'

The Saskatchewan Agreement draws attention to the fact that the program is designed to work in cooperation with existing federal and provincial economic development programs and cites the Indian Economic Development Fund and Indian Agricultural Program, administered by the Department of Indian and Northern Affairs.

ALBERTA-SASKATCHEWAN INDIAN PROGRAM COMPARISON

	ALBERTA	SASKATCHEWAN
Joint Funding Total	\$10,000,000	\$18,000,000
DREE/DINA Sharing ratio	50/50	60/40
Administrative, survey, design, engineering, construction supervision	NOT INCLUDED	included if part of approved project.
Addition surcharge by DINA allowed for implementation	10% to be added to cost of project.	5% to be added to cost of project
Geographical area of application	North of line established for jurisdiction as for DREE/Province cost sharing for Alberta North program.	North of Highway 3 excluding reserves 99. and 100. Jurisdiction is greater than that established either for Department of Northern Saskatchewan or for DREE/Province cost sharing for Canada/Saskatchewan Northlands program.

3. PROGRAM OBJECTIVES-INDIAN RESERVES

3. PROGRAM OBJECTIVES - INDIAN RESERVES

General

In addition to the General objectives to be shared by Canada and the Province, both subsidiary agreements provide specific funding for Indian Community Services to be cost shared by DREE and DINA.

Alberta Program

The listed objectives are:

- (a) to provide options and opportunities for the people of northern Alberta to contribute to and participate in the development of the region:
- (b) to initiate those social and cultural amenities, community infrastructure improvements and services required to enable the people in northern Alberta to participate in northern development: and
- (c) to encourage the orderly development of northern Alberta for the benefit of the inhabitants and the Province.

The specific areas of activity stated for Indian Reserves are as follows:

Project 2.1: Northern Water Supply

This project is intended to provide remote communities with an adequate supply of potable water. Financing provided will supplement existing programs.

Project 2.2: Sanitary Services

This project will provide facilities for the disposal of solid wastes in remote communities.

Project 2.3: Power Supply

This project will provide financial assistance to supply electric power and distribution systems to remote northern communities.

Project 2.4: Fire Protection and Community Roads

This project will assist remote communities obtain basic fire protection equipment and improve local roads to a level that will support the distribution of water, collection of garbage, disposal of sewage and provide access in emergencies.

Project 2.5: Community Physical Plans

Assistance will be provided to remote communities to enable

them to resolve internal planning problems and to develop a community plan and management system.

Project 2.6: Innovative Native Housing

Activities will focus on the development of experimental methods of providing affordable housing that meets the needs of northern residents. Assistance under this project will be limited to those activities for which no assistance is available under existing federal, provincial or private sector funding programs, and which will provide substantial economic development experience to communities and community groups.

(This project has not been implemented.)

Saskatchewan Program

The listed objectives for the Human Development Sector are to increase the participation of northern residents in existing and future development opportunities. Programs are designed to lower the barriers to increased participation of northern residents in the labour force; and to assist northerners to develop the social and physical environment required for full participation in development opportunities.

The projects eligible under the program for Indian Reserves are:

Community Planning

This project will be designed to foster the orderly development of northern communities and to strengthen local government through support to locally-directed community planning. Eligible planning activities will include both basic socioeconomic community development planning and related physical planning. Funds will be provided to community authorities to contract planning studies. Funds may also be provided for the hiring of expertise to assist the community in the organization and implementation of associated community-development projects and to train local persons in the role of community leadership.

Potable Water Supply and Sanitary Waste Disposal

This project will be designed to assist all permanent northern communities to attain a minimum level of health and safety standards through the provision of an essential level of potable water supply, sanitary waste disposal and basic fire-fighting capability.

Multi-Purpose Community Facilities

This project will be designed to support the social, economic, cultural

and organizational development of northern communities through the provision of basic facilities for essential community activities, such as the delivery of human development services, the functions of local government, recreation and community assembly.

These projects are to be 'coordinated with closely-associated projects through the Secretariat. All activities to have the consent and participation of the appropriate Band Council'.

Changes to Agreements

The basic agreement and objectives are unchanged in both Alberta and Saskatchewan. It is in the areas of implementation and criteria for acceptance that contentious issues are raised.

The Effect of Government Policy and Procedures on the Objectives

To consider the effect on government policies on the agreements' objectives, the level of funding must be addressed. As is pointed out elsewhere, in each province the funding for the whole program is only equivalent to the cost of two or three schools. In strictly fiscal terms, therefore, these programs do not loom particularly large. There is obviously going to be increased Indian pressure for larger appropriations in future agreements to not only continue the infrastructure program but also to address the whole field of economic development.

There is another significant development that helps illustrate the degree of this funding. Reference to the Province of Alberta announcement of 'Programs and Services to Treaty Indians, June 17, 1981', shows a budget of \$10 million available for the one year 1981/82 for roads to serve reserves and to improve roads on reserves. This one provincial allocation is equal to the complete 5 year DINA/DREE budget for reserve infrastructure.

Provincial Governments or other factors have established arbitrary geographic areas demarking the Northern Reserves that qualify under the agreement. In Alberta this boundary coincides with the boundary determined for the Northern Development Branch. In Saskatchewan the southern boundary for the Northlands Agreement was set at Highway 3 with Reserves 99 and 100 excluded. Certain work already started for other reserves was also finished under the Northlands funding. In both provinces there are reserves situated south of the line that have just as great a need for infrastructure assistance. As they could rationally be included, the boundary designations serve no apparently useful purpose.

Indian Political Concerns

Indian Political concerns have a considerable effect on the way many projects are viewed. This is sometimes the result of different interpretations, often following band elections, of original project objectives. In some cases it has been difficult to obtain a non-political view of a particular project or the overall program from Indian policy makers because they perceived funding as too low. Many Indian groups demand band or council control of project planning and implementation, as well as expanded use of block funding under Vote 15.

The impact at this program is modest in comparison to the bands' own perceived needs and the much larger funding and variety of programs required to meet these needs.

The point was made by one of the native leaders that the functions of the Indian Association of Alberta should be to act as a political pressure group and to distribute information of a general nature, such as the funding available under the Northlands Agreements. It was felt that the tribal council had a similar role, but that in addition it should spearhead new concepts, at the regional level. The council should campaign for a particular program needed in the region, but should leave the actual implementation of such programs to the individual bands. The tribal council could provide assistance to member bands in such matters as setting up proper administration procedures and implementation strategies. Its credibility might be destroyed it was contended, if it was delegated the responsibility to determine what funds went to each band.

4. EVALUATION METHOD

4. EVALUATION METHOD

Evaluation Approach

Under the provisions of the GDA an evaluation is to be made of the degree to which projects funded under the agreement meet its objectives and those of the Subsidiary Agreements. Further the review is to recommend changes in Agreement direction and programs.

The approach to this evaluation, as covered in the Terms of Reference (Appendix 1), is mainly to obtain the perspectives and opinions of affected Indian bands as to the program's effectiveness in meeting its goals and those of the bands. Objectives are also to be assessed from the point of view of their continuing desirability. Taking into account the constraints of the Agreements, a question to be answered is whether a fair allocation is being achieved from the viewpoint of the Indian bands and whether there are adequate linkages to other programs.

The delivery mechanism is to be described and problem areas identified which might be the subject of a subsequent phase of the evaluation.

The maintenance of projects is to be evaluated, both as to provisions made during the design phase and during implementation.

The agreements and their implementation in the two provinces are to be compared and their relative advantages or disadvantages are to be identified. Finally recommendations are to be made both from an efficiency and effectiveness point of view, within the existing agreement. Alternatives are to be suggested for possible future Agreements.

For the purpose of this evaluation, a special steering committee with Indian and Government representatives from both provinces was established to direct the project and review the draft report. Five bands were selected in each province. These were considered to represent a cross section of all reserve projects under the two agreements. The sample included both remote reserves and those in more populated areas, and varied in size and types of projects. The detailed results obtained from the sample are intended to be suggestive of the situation in general for each of the provinces and to give a picture of the program AS PERCEIVED BY THE BANDS.

Limitations of this Assessment

Several limitations with regard to the study technique should be noted:

1. The sample chosen for the study is necessarily small and can not be construed as being statistically representative.
2. The number and usefulness of interviews with band members and Indian political leaders varies to a considerable degree. In some cases people we would have wished to interview were not available; time and budget often prevented call backs. The interviews with the band members not actually involved in program implementation were few and in some cases, unwelcome by the chief. Larger, pre-arranged community meetings were not within the scope of the study.
3. In many cases the project had not reached the construction or operation stage and in fact, may have been chosen for this reason. In these cases, only a partial assessment is possible.
4. Some responses obtained were motivated by political considerations having no direct connection with the success or failure of the project under question. They reflected Indian politicians' objections to the low level of general Indian funding or the geographical limitations on eligibility.
5. No interviews were held with people from D.P.W. or DINA, Ottawa to present the viewpoint from their side.

Steering Committee Meetings

The original intent under the study's terms of reference was that a joint meeting of the steering committee for both Alberta and Saskatchewan would be held with the consultants in Regina to finalize the selection of provincial samples and to make any other changes prior to proceeding with the evaluation. To finalize the selection of the provincial samples, however, it was found necessary to have two additional meetings. The Saskatchewan sample was decided at a joint meeting of the representatives from both the Meadow Lake district and the Prince Albert district. An additional meeting was held in Edmonton to finalize the Alberta sample.

The information obtained from these meetings and subsequent interviews with various committee members provided us with valuable insight required for this study. In addition to the members listed in the terms of reference, two additional members were asked to serve on the steering committee, namely:

Fred Martell	Waterhen Band, Saskatchewan
Roy Bird	Montreal Lake Band, Saskatchewan

The reserves selected by the committee for this study were:

Alberta: Saddle Lake
 South Tall Cree
 Heart Lake
 Whitefish Lake
 Janvier

Saskatchewan: Meadow Lake District
 English River, Patuanak
 Waterhen
 Prince Albert District
 La Ronge/Stanley Mission
 Pelican Narrows
 Black Lake

Records Search

A review was made of various DINA files, committee minutes, and correspondence pertaining to each of the projects on each of the 10 reserves. An attempt was made to secure accurate figures on project expenditures and projected estimates to completion of the program.

In addition, detailed discussions were held and correspondence reviewed in the DINA Engineering Departments in Regina and Edmonton, pertaining to relevant community plans, engineering studies and implementation processes.

The study progress was monitored at review meetings:

Original Joint Steering Committee meeting - January 21, Regina.

Joint Steering Committee Meeting Progress Report - February 27, Edmonton.

Informal review with Peter Phillipoff, Project Manager - May 8, Calgary.

Review of questionnaires with Peter Phillipoff - May 21, Ottawa.

Review of Draft report by the Steering Committee, June 16, Saskatoon.

Interview Procedures

Structured interviews were conducted with selected band members on the 10 reserves. These included band officials, councillors and band members.

Structured interviews were conducted with government officials and steering committee members involved with the implementation of the programs.

Unstructured interviews were held with policy makers in the government and among Indian leadership.

Confirmed arrangements were made for key person interviews in the field, based on suggestions from DINA Field Offices. Once on the reserve, suggestions were solicited for other people for interviews who had participated or who were knowledgeable about the projects.

In general the information obtained on the reserves was very useful. People interviewed were forthcoming whether their attitude was positive or negative to specific projects.

All of the various government members interviewed, either in the regional or field offices, were fully cooperative and did everything to help the study; the same was true of the committee members interviewed.

The interviews with policy makers in the government were productive and far ranging. The interviews with Native policy makers were somewhat less effective as frequently their quarrel with the government on other matters impinged on our discussion. Some were reluctant to participate in yet another survey unless real money was at hand.

After completion of the interviews and a review of the questionnaire response, additional information and clarification were obtained by telephone or in some instances additional informal interviewing took place.

5.ALLOCATION AND DELIVERY

5. ALLOCATION AND DELIVERY

Allocation - General

The General Development Agreement (GDA) as signed between the provinces and the federal government places overall emphasis on the economic development and the equitable distribution of the benefits of such development. It does, however, draw attention to the enhancement of life styles including the provision of greater access to social amenities and the improvement of the social environment by provisions of infrastructure facilities. It is this latter aspect to which funds under the current agreements have been allocated.

In both provinces it has been almost universally agreed by all participants that the highest funding priority was to be accorded infrastructure components, especially those affecting the health of the community. The result has been that by far the greatest proportion of program money has been allocated to water and sewer works. Lesser amounts have gone to sanitary waste disposal, fire protection, power and road expenditures. The money apportioned to arenas, etc., has frequently been a matter of finishing projects that were actually committed before the priorities were developed for the current 5 year agreements. Tables under Section 6 - Program Assessment show the expenditures by program type and relative percentage.

It must be noted that in both provinces the delivery of the programs under the joint DREE/DINA funding has been limited with one exception to the specifically mentioned Community Services and Facilities - Indian Reserves. In Saskatchewan unilateral funding by the Canadian Employment and Immigration Commission for manpower development services is included.

There appears to be nothing in the agreements per se that preclude the application of the other services available to the rest of the provinces also applying to Natives living on the reserves.

From the response from the reserve interviews in both Alberta and Saskatchewan, there seems to have been a general lack of effective communication, as perceived by the respondents as to what the bands could expect from the program. In many cases, the community plans and feasibility studies projected long-term capital project requirements. Under the program however, those projects had neither a chance of being implemented in the short term nor were commitments made for their ultimate implementation. It is suggested by a number of respondents as outlined in the interview summations that the extent of the planning and sometimes the amount of money spent raised expectations that had no chance of being fulfilled

within a reasonable period of time. On the other hand much of the engineering work that has been done suggests implementation over a number of phases far into the future. These plans involve heavy financial costs, for example, for individual hookups to buildings, that have little chance of being done with public funding that is in sight and are completely beyond the economic capability of the individual or the band. The impression left with the ordinary band member, however, has been that they are going to receive full water and sewer services in the near future.

It is felt that a much simpler approach would be efficient and less costly in many cases. This approach should be based on a realistic evaluation of the probability of financing the projects undertaken over a period not exceeding five years. Specific plans and engineering would then be confined to limited objectives.

There was a strong indication that the band should have more opportunity to present their case. There is a frequent claim that decisions are made without their participation and without their knowledge and that they may or may not be advised of such decisions.

One respondent indicated that:

'bands are starting to go to whatever source of funding is available, rather than go through the bottleneck of the Department of Indian Affairs. They are approaching Federal government and Provincial government funding agencies. This leaves the Department of Indian Affairs as a coordinating instrument to see that all other departments of the government will fulfill the government responsibilities. Eventually that function might be best served by the Indians themselves.'

Allocation - Alberta

In Alberta, a budget of \$10,000,000 was set for DREE/DINA joint funding under the 5 year program for Northern Reserves. We were unable to find the reason for selecting this particular amount. Once approved there was considerable urgency in determining priorities in order to effect equitable allocations among projects. While the agreement was to cover the period April 1, 1977 to March 31, 1982, the actual flow of funds did not start until the fiscal year starting April 1, 1978, due to late signing of the agreement. Price, Slavic and Associates, were commissioned to prepare a survey of the health and safety infrastructure needs of the 28 reserves in northern Alberta, covered under the Agreement. Completed in five weeks, the report, for the time available, presented a comprehensive analysis. The priorities suggested in that report were arrived at through contacts from each of the reserves.

This study was used as the basis for determining a list of priority projects by DINA. The steering committee discussed the justification and extent of each project.

While project implementation was roughly scheduled over the 4 year period, much juggling has been necessary and is continuing at the present time to accommodate actual cash flow of funds available. This has been limited by the funds indicated by DREE as allocated to this program in each year. These funds however, have not always been utilized in the year and have been added to subsequent year allocations. The DINA contribution, while by definition under the Alberta agreement is equal to DREE's, often must be made available upfront. This aggravates DINA's cash flow problems.

While all bands were involved in the Price, Slavic investigation, some claim not to have been advised as to the selection process finally implemented by the Alberta steering committee. In other cases, direct representations were made to the committee by band officials. In a great many cases, community planning was already underway or undertaken under the new agreement to lay the ground work for the capital projects. Some of this planning had insufficient Indian community input.

There were discussions of the suitability of having Indian representation on the Alberta Steering Committee from the Indian Association of Alberta. Representation from the District Indian Council of Chiefs was suggested as an alternate. It was not generally understood by the bands that the make up of the steering committee gave a majority of voting members to Indians, if all were present. DREE acts as an observer and is not a voting member of the Committee.

In Alberta the allocation of funds prepared for the capital planning committee lists all capital projects without clearly separating out Alberta North projects and no clear allocation of the funds for the remainder of the 5 year period.

Allocation - Saskatchewan

We were unable to determine the basis for arriving at the \$18,000,000 budgeted for Northern Reserve projects under the Saskatchewan Northlands Agreement.

In Saskatchewan the Northern Reserves are administered through two District offices, the Meadow Lake District and the Prince Albert District. It was necessary, therefore, to negotiate the priorities for the two areas separately. The Meadow Lake District was studied under a contract let to Rieber-Kremers & Associates. The study assessed requirements based on need rather than on a per capita basis. An attempt was made to utilize statistical data such as per capita incidence of water related diseases to compare the different reserves. The total requirement was estimated at between 25 and 40 million dollars.

In Prince Albert District the determination of priorities was essentially made by Indian Affairs in conjunction with informal coordination with the bands concerned. Initially the District Chiefs did not participate because of a disagreement as to which reserves were eligible under the Agreement. The Agreement was restricted to those reserves north of an arbitrary line set as highway 3 excluding reserves 99 and 100.

The final result of the investigations in the two districts, was a whittling down of the requirements to a program totalling the \$18,000,000 allocated.

In Saskatchewan there is no Steering Committee as there is in Alberta to determine the allocation of the DINA/DREE funds to specific projects. This is done by DINA after direct consultation with the bands and District Chiefs. DREE is not involved in these allocation negotiations. This is the basis for the list prepared for the Capital Planning Committee. There is a continual process of moving money from one project to another and minor adjustments to the type and extent of projects. Each month the Capital Committee issues a revised list, showing the current intended distribution of total funds available under the Saskatchewan Northlands Agreement.

There were no complaints as to the allocation process other than the degree of funding and some uncertainty as to the year to year distribution.

Delivery Process - Alberta

The process of having Natives assume responsibility for the implementation of the program under the Alberta North Agreement has progressed to a considerable degree. Most of the funding is handled under Vote 15, which allows block funding to the reserves for specific project implementation. This is a process that has been introduced in parallel with that of gradually handing over a large portion of the general funds used by the DINA district offices to the bands or to a district council of chiefs. In most cases, before this procedure was adopted, the planning and initial engineering studies had already been ordered and were handled under Vote 10, that is, direct administration by DINA.

In connection with our study of the sample reserves, the difference in approach in the method used for the Northeast Tribal Council Bands, as compared to the Lesser Slave Lake Indian Regional Council, was apparent. The Lesser Slave Lake Indian Regional Council elected to have the monies turned over to them by DINA for administration, utilizing a centralized structure for this purpose, which replaced the DINA district office.

In the case of the Northeast Tribal Council they elected to have the member bands administer the program directly themselves. Apart from this, their main function was a determination of the formula to be used for fund distribution. A specific sum of money was distributed equally to each band and then the remainder of the funds was distributed on a per capita basis. This had the effect of slightly favouring the smaller bands.

The two approaches illustrated above, will be useful from the point of view of similar approaches to be made elsewhere. It is important that the two systems should be continued in order to make an ongoing comparison.

Procedure under Vote 15 allows the bands to hire their own consultant, contractor, and other expertise and to manage the project themselves. This procedure has many advantages from the point of view of efficiency of implementation and elimination of some of the government red tape. Under Vote 15 projects up to \$500,000 can be approved at the DINA regional level, whereas under Vote 10, projects only up to \$250,000 can be approved at the regional level.

For larger projects, approvals by DINA Ottawa, by the Assistant Deputy Minister or in the case of major projects, by Treasury Board, are a frequent cause of inordinate

delays. This is a most consistent complaint and the cause of cost increases. Delays of up to a year have been incurred due to this procedure. On the other hand, Bands have also delayed project implementation or taken an unreasonably long time to complete projects, for example, Whitefish and Tall Cree. There are many instances also of incomplete information being supplied by the regions.

The result of our investigation indicates that most bands prefer a system whereby they deal directly with DINA for implementation of projects under Vote 15, rather than going through the regional council of chiefs. In general they feel more comfortable in dealing with DINA as an unbiased arbitrator rather than with various member of a chiefs' council, each of which have their own band's interests to maintain. They look upon the Tribal Councils as having a political function and representing broader concepts. There is a reluctance to have them involved in determining the distribution of funds to each band. In the case of the Northeast Tribal Council, member bands have demonstrated an ability to agree on a formula that is applied equitably within their district.

From the examinations of the project expenditure information supplied, it would appear that funding under Vote 15 shows no unreasonable loss of overall efficiency. Vote 15 also involves no greater cost overruns, considering the initial lack of administrative experience at the band level and the sink or swim attitude with which the change was implemented in some cases. Mistakes have been made by the bands that experience will gradually eliminate.

Price, Slavic identified the problem of administrative inexperience and strongly recommended that it be addressed, but little action was taken. The situation has only marginally improved, if at all, since that time. The resolution of the problem is exemplified by the Heart Lake band, which has the resources and initiative to hire the needed expertise and to obtain the apparent benefits, at least from the Indian perspective.

Money and time are often spent on studies for the prime purpose of validating the government official's decision to go along with the band. The band may have already decided what should be done and the study serves no particular purpose for the band, as borne out in the Section 6 interviews. As an example see the reserve viewpoint as discussed in Section 6 - Heart Lake.

The DREE/DINA cooperation process has generally worked well and has been effective in fulfilling the objectives. DREE's influence has had a tendency to ensure that projects really meet the criteria established.

Delivery Process - Saskatchewan

In Saskatchewan, less funding has been done under Vote 15, the majority of projects still being handled under Vote 10. There have been even greater problems and delays in obtaining approvals from DINA in Ottawa. Part of this has been caused by a change in interpretation of the regulations. Initially it was understood and had been confirmed in writing, that Ottawa did not need to approve projects even if they exceeded the \$250,000 level under Vote 10, as approval in principle had been obtained by virtue of overall capital funding approval and the criteria established by DINA and DREE. This understanding was changed in mid-stream and all projects at that time involving Ottawa approval came to a standstill and in some cases took a year to resolve. As in Alberta, there is a real need for streamlining the approval process.

There are complaints from bands of the delays inherent in the system of obtaining funds under Vote 10. Examples studied include situations of delays of up to six weeks in paying for work done by band members. Again this irritant need not occur under Vote 15 funding.

In Saskatchewan, all the bands studied wanted more input in implementing their projects. This did not necessarily mean they wanted all projects handled under Vote 15, but that wherever they felt competent, they should have the option. A greater reluctance was detected in the Capital Control Committee to go this route in Saskatchewan than in Alberta. The band said government regulations and lack of suitable expertise at the band level were given as the reasons. This is not supported by the current attitude in the district offices which supported a faster trend to Vote 15 implementation and this was reflected by many other government officials in Regina.

At the very outset of the agreement in Saskatchewan, an attempt was made to implement a 'district planning team concept' whereby the district chiefs assume responsibility for the direction, management, coordination and evaluation of the program. See Appendix No.2. DREE was not, however, aware of this initiative.

Indian Affairs staff were expected to play a passive role and serve as resource people to supply the team with expertise as required. This concept, while accepted in principle, seems to have failed due to lack of structure and organizational staff for the chiefs at the district level. The chiefs only meet once in three months and having no continuing staff, there is no possibility of being able to fulfill their responsibilities. This approach seems to have some merit in principle with the district planning team looked on as an Indian owned and controlled corporation, charged with the responsibilities over capital expenditures for infrastructure.

It is seen as a means of encouraging cooperation between the members of the bands and also has the effect of having Indian people arbitrate their differences rather than a paternalistic solution imposed by Indian Affairs. The net effect is to give them the responsibility of resolving political problems within their district, provided they have the necessary support staff. The general feeling however, is that at this time, the bands want to deal directly with DINA. The alternate approach should however, be kept open as an option.

In our interviews the consistent response indicated that the Department of Public Works' participation in Saskatchewan construction projects has not been considered successful. DPW is seen as lacking effective coordination, effective communication, cost control or the ability to complete projects on schedule according to the specifications. A great deal of irritation will be removed if the bands implement their programs and have the option of working with the Department of Public Works or choosing a private contractor. The study framework did not however, provide an opportunity for DPW to express their opinion.

Delivery Process - Alberta/Saskatchewan Comparison

In Saskatchewan there is a much greater resistance to giving responsibility to the Indians as evidenced by the Capital Control Committee and expressions of options from the Engineering Department. The Saskatchewan Capital Committee certainly has a much more precise system of current reporting of project status and control than Alberta. The figures on any project are readily available and a current status report of all Saskatchewan Northlands expenditures, together with the year by year projection for project future expenditures, is available and updated each month. This must be compared with the lack of such information in Alberta. Despite repeated requests these figures were not forthcoming and no precise indications of expenditures made under the Alberta North Agreement or those projected for the future were available. The figures for this report on actual expenditures were eventually supplied by DREE.

There seems to be a general lack of understanding on the part of the band members as to the scope of the construction programs that had been approved, as compared to those in the community plan. There is no clear appreciation of the extent or limitation of the water and sewer projects, or exactly what they were to service. Residents certainly had no idea as to when and how the service would be extended to all band members. When pressed, they are not dissatisfied with the priority established for the school and possibly the core area. In general all assumed that service to the rest of the community would quickly follow. There is no clear understanding as to timing of future phases or of the cost to individual houses of such extended services.

The scope of engineering studies are generally dictated by a planning concept of a community. Frequently these plans seem to reflect urban residential concepts whereas most Indian lifestyles more closely parallel rural residential or acreage concepts. This is reflected in the perceived need to consolidate the dwellings rather than allow individual water and sewer solutions more comparable to 'acreage' solutions.

In many cases plans call for sewer and water lines to be laid alongside structures that had insufficient room and could not accommodate either water or sewer installations or, if connected, would freeze when the occupant was on a trap line. In many cases DINA personnel request indications of secondary costs - storage tanks, cisterns, building additions such as bathrooms. These costs may be indicated in reports but are excluded from cost summaries and thus lose their impact.

Operation and Maintenance

In all of the projects examined, insufficient provisions had been made for handling operation and maintenance. In Alberta the Price, Slavic report had detailed the projected operation and maintenance expenses that would accompany their recommended projects. The engineering studies that are done for the projects carefully detail the operation and maintenance requirements, but as operation and maintenance per se is a continuing expenditure, it is not a permissible item to be cost-shared under DREE's mandate. Frequently no other provision is made for its funding. In Alberta, it was pointed out that the annual provisions for operation and maintenance in DINA's general funding have only been increased each year by the inflation index. The Department therefore, has not given financial recognition to the fact that additional projects have come onstream and entail additional operation and maintenance costs.

The training aspect has been similarly neglected. In a few cases, the funds available from CEIC have been utilized. Interviews with CEIC indicated that they are prepared to support funding for training specific individuals as long as the job is considered permanent. In addition, they would be prepared to pay the instruction fee required for training from nearby similar installations if such are available. In addition, DREE indicates they would be prepared to see included a percentage of a project cost of up to 10% for such training for a period not to exceed four years. There are frequent cases where the bands have requested such programs to be implemented while the facility was being built and have been advised by DINA that no funds were available for such purposes.

Consideration should be given to the procedure followed at Saddle Lake, where an arrangement was made with Canada Employment & Immigration for a training program. Sixty per cent of the wages were paid by CEIC and forty percent by the band. This was done prior to completion of construction. They always maintain two people trained under this program so that if one leaves, they have a backup.

Geographic remoteness of reserves is a training constraint and in practice the success rate of formal training through external education facilities is poor. On-the-job training is a more successful, and feasible approach.

6. PROJECT EVALUATION

6. PROJECT EVALUATION

Interview Method

Initially projects funded under The Agreement and their history on the ten reserves were identified through the files of the Steering Committees and DINA records. These data were clarified and supplemented where necessary through DINA project officers. Reports related to planning and engineering studies funded under the program were reviewed. Each reserve was then visited by one or more members of the study team who visited each of the projects where possible and interviewed the community leaders and/or administrators and in some cases individual band members. A standard questionnaire consisting of 28 questions was used to conduct the interviews on each reserve. These questions fall into six broad categories related to the decision making process for projects under the agreement, the financial aspects, methods of project implementation and control, information related to the program and its administrative problems, the impact of these projects on the reserve and the relative importance of the program with respect to other programs and needs. Additional discussions were held with management personnel in the DINA district offices both to clarify various points brought up in the interviews and to assess to what extent these bands are typical of their region.

One major problem uncovered in the interviews was that the program is not identified by the bands as an individual funding mechanism, but is seen as part of their overall funding from Indian Affairs. Another problem is that many of the chiefs, councillors and administrators are relatively new to their positions and are not familiar with the complete history of the various projects. For these reasons, in many of the interviews, the scope of the questions had to be generalized by the interviewer to cover other projects on the reserve and where possible parallels were drawn to the study projects.

Sample Reserves

The bands are quite different in many ways: size, location, appearance, economic base and administrative experience. A brief description of each reserve is included in each evaluation.

Overall Programs Statistical Breakdown

The following tables show the distribution of the funds available under the programs for both provinces.

Alberta (Tables Pages 32,33 and 34)

The expenditure figures shown are for the three fiscal years in which there was cash flow. This information was obtained by doubling the payout figures provided by DREE to incorporate DINA cost-sharing. DINA supplied the figures showing intended distribution in the year 1981/82, the balance of \$1,054,872 remaining from the \$10,000,000 authorized to be carried over to 1982/83.

It should be noted that, in the Concept Paper February 1981, prepared by The Canada/Alberta Joint Committee on the Alberta North Subsidiary Agreement, that consideration is proposed for increasing the funding for the Indian reserve program 3 by an additional \$14,000,000. This would be shared, equally by DREE and DINA and is based on the same percentage addition, as the provincial request. This is intended to cover the period 1981-84 and is in addition to present funding under the Agreement.

Saskatchewan (Tables Pages 35,36)

These DINA figures show the current distribution of Northlands funds both as expended and the intended distribution of the remaining funds to a total of \$18,000,000. In the case of Saskatchewan a total of \$275,000 is anticipated to be carried over to the year 1983/84.

STATISTICAL BREAKDOWN - ALBERTA PROGRAM

CANADA/ALBERTA SUBSIDIARY AGREEMENT
ON ALBERTA NORTH 1977/82: PROGRAM 3

PROJECT EXPENDITURE (DREE/DIAND DOLLARS) BY FISCAL YEAR

DREE REF. NUMBER	PROJECT NAME	EXPENDITURE (\$)			
		1978/79	1979/80	1980/81	TOTAL
251301	Beaver Lake (wells)	\$ 20,141.70	-	-	\$ 20,141.70
(Indian	Wabasca (water)	621.86	-	\$ 190,000.00	190,621.86
Community	Boyer River (water truck)	34,200.00	-	-	34,200.00
-Water	Jean D'Or Prairie (water study)	5,612.84	-	-	5,612.84
Supply	Tallcree (upgrade water)	34,597.62	-	-	34,597.62
Incl. 251311	*Assumption (water & sewer)	17,496.64	-	-	17,496.64
and 251312)	*Upper Hay River (water & sewer)	15,954.94	-	-	15,954.94
	Tallcree (water & sewer)	28,485.56	-	-	28,485.56
	Horse Lake (water & sewer design)	13,500.00	-	-	13,500.00
	Frog Lake (water supply)	6,550.00	-	242,896.00	249,446.00
	Frog Lake (wells)	13,753.00	-	-	13,753.00
	Anzac (wells)	5,200.00	-	-	5,200.00
	Janvier (water supply)	2,000.00	-	-	2,000.00
	Heart Lake (wells)	6,604.50	\$ 15,900.00	-	22,504.50
	Fort McKay (Study)	17,984.24	-	-	17,984.24
	Sucker Creek (study)	11,729.50	-	-	11,729.50
	Wabasca (study)	22,594.56	-	-	22,594.56
	Utikoomak Lake (study)	39,553.24	-	-	39,553.24
	Sturgeon Lake (study)	29,896.32	-	-	29,896.32
	J.B. Gambler (study)	5,528.50	-	-	5,528.50
	Driftpile (water & sewer system)	21,998.90	-	-	21,998.90
	Tallcree (water treatment plant)	-	\$ 111,600.00	-	111,600.00
	Boyer River (garage for water truck)	-	95,520.00	-	95,520.00
	Beaver Lake (water truck & garage)	-	106,100.00	-	106,100.00
	Fort McKay (water truck & garage)	-	97,700.00	12,000.00	109,700.00
	Frog Lake (water truck & garage)	-	163,807.00	-	163,807.00
	Anzac (well and pump)	-	24,000.00	-	24,000.00
	Saddle Lake (water treatment plant)	-	434,400.00	-	434,400.00
	Swan River (water truck & garage)	-	70,100.00	-	70,100.00
	Goodfish Lake (study)	-	19,500.00	-	19,500.00
	Kehewin (study)	-	7,000.00	-	7,000.00
	Frog Lake (community showers)	-	-	\$ 15,000.00	\$ 15,000.00
	Wabasca (water truck & garage)	-	-	49,250.00	49,250.00
	Wabasca (water points)	-	-	3,650.00	3,650.00
	Cold Lake (water intake)	-	-	131,000.00	131,000.00
	Sucker Creek (water truck)	-	-	53,200.00	53,200.00
*Dene Tha	(water system)	-	-	245,279.00	245,279.00
	John D'Or Prairie (water truck & filling station)	-	-	6,224.00	6,224.00
	Driftpile (water truck and garage)	-	-	211,300.00	211,300.00
TOTAL:		\$ 354,003.92	\$1,145,627.00	\$1,169,799.00	\$2,669,429.92

DREE REF. NUMBER	PROJECT NAME	EXPENDITURE (\$)			
		1978/79	1979/80	1980/81	TOTAL
51302					
Indian Commu-	Janvier (fencing)	4,000.00	-	-	4,000.00
ity Internal	Jean D'Or Prairie (road study)	5,787.30	-	-	5,787.30
ccess Roads:	Fort McKay (roads)	5,750.00	156,000.00	-	161,750.00
incl.251306	Janvier (roads)	13,210.00	409,426.00	-	422,636.00
and 251307	Duncans (roads)	30,711.14	-	-	20,711.14
	Cold Lake (roads)	-	298,800.00	60,000.00	358,800.00
TOTAL:		\$ 59,458.44	\$ 864,226.00	\$ 60,000.00	\$ 983,684.44
51303					
Indian Com-	Price-Slavik Contract	17,257.08	-	-	17,257.08
munity-	Anzac (village study)	6,278.82	-	-	6,278.82
physical	Cold Lake (residential area study)	13,439.56	-	-	13,439.56
lanning:	Frog Lake (village study)	14,905.26	-	-	14,905.26
incl.251308)	John D'Or Prairie(village study)	9,130.26	-	-	9,130.26
	* Meander River (village study)	11,345.92	-	-	11,345.92
	* Assumption (townsite study)	10,000.00	-	-	10,000.00
	Fox Lake (village study)	3,697.42	-	-	3,697.42
	Cree/Chip (subdivision study)	14,950.00	-	-	14,950.00
	Cree/Chip (legal survey)	15,455.44	-	-	15,455.44
	Topomapping	\$ 56,968.72	\$ 36,936.76	-	\$ 93,905.48
	Driftpile (village study)	10,155.48	-	-	10,155.48
	Wabasca (village study)	9,846.92	-	-	9,846.92
	Sucker Creek (village study)	7,756.42	-	-	7,756.42
	Janvier (village study)	11,524.84	-	-	11,524.84
	Physical Plans	-	189,668.00	-	189,668.00
	Record Plan Update	-	7,659.00	-	7,659.00
	Aerial Photography	-	15,972.00	-	15,972.00
	Community Planning	-	127,919.00	-	127,919.00
TOTAL:		\$212,712.14	\$ 278,154.76	-	\$ 590,866.90
251304					
Indian Commu-	Fox Lake (ditch)	223,360.52	-	-	223,360.52
ity - Flood					
control)					
TOTAL:		\$223,360.52	-	-	\$ 223,360.52
251305					
Indian Communi-	Tallcree (powerline) -	-	315,124.00	1,512.00	316,636.00
ty Power Supply)	clearing/construction	-	-	-	-
TOTAL:		-	\$ 315,124.00	\$ 1,512.00	\$ 316,636.00

<u>PROJECT</u>		<u>EXPENDITURE (\$)</u>			
<u>DREE REF. NUMBER</u>	<u>NAME</u>	<u>1978/79</u>	<u>1979/80</u>	<u>1980/81</u>	<u>TOTAL</u>
251309	Utikoomak Lake (sewage lagoon)	-	\$ 87,049.00	-	\$ 87,049.00
(Indian Commu-	Heart Lake (garbage truck)	-	15,000.00	-	15,000.00
nity -Sanitary	Heart Lake (feasibility study)	-	11,625.00	-	11,625.00
Services	Kehewin (sewage system)	-	-	401,500.00	401,500.00
	*Dene Thá (sewage lagoon)	-	-	151,426.00	151,426.00
TOTAL:		-	\$ 113,674.00	\$ 552,926.00	\$ 666,600.00
251310	Community Services & Facilities Co-ordination	-	6,150.00	-	6,150.00
(Indian Commu-		-			
nity-Co-ordina-		-			
tor of Services		-			
& Facilities)		-			
TOTAL:		-	\$ 6,150.00	-	\$ 6,150.00
251313	Saddle Lake (garage for fire truck)	-	\$ 36,000.00	-	\$ 36,000.00
(Indian Community	Goodfish Lake (fire truck)	-	-	60,000.00	60,000.00
- Fire Protection	Goodfish Lake (fire truck)	-	-	130,000.00	130,000.00
	Kehewin (fire hall)	-	-	30,000.00	30,000.00
	Heart Lake (fire truck)	-	-	-	-
TOTAL:		-	\$ 36,000.00	\$ 220,000.00	\$ 256,000.00
GRAND TOTAL:		\$ 849,535.02	\$2,758,955.76	\$2,004,237.00	\$5,712,727.78
BALANCE AVAILABLE					\$4,287,279.22

1. Refers to the same group of Reserves under the Band name Dene Thá.
2. Some expenditures may include DINA Implementation charge up to 10% and will not coincide with the figures reported by the Band.
3. The Band figures may also include Engineering Costs which are not shared by DREE in Alberta.

STATISTICAL BREAKDOWN-SASKATCHEWAN PROGRAM

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WESTERN NORTHLANDS			REGIONAL 5 YEAR CAPITAL UPDATE AND FORECAST						DATE: March 18th, 1981			Page 1 of	
PROJECT TITLE	PROJECT NO.	PW NO.	RCH/PM	78/79	79/80	80/81	81/82	82/83	83/84	84/85	85/86	TOTAL	TRY OR REMARKS
Wollaston Lake Area	30278		61187	0	0	0	26.0	243.0	0	0	0	269.0	
Plan Waterline Roads													
Shoal Lake Multi-purpose	30279		61190				250.0					250.0	
Design & Construction													
Shoal Lake W & S	30280		61190					220.0				220.0	
Design & Construction													
Cumberland Centre	30281		61190				35.0	214.0				249.0	
Design & Construction													
Stanley Mission Power	36576					360.0						360.0	
Black Lake Multi-purpose	37002		611			89.0						89.0	
Lac La Ronge Band Office	36946		61181			127.0						127.0	
Hall Lake & Sikaicho Road	36949		61180			72.0						72.0	
Lac La Ronge Rink	37175		61181			40.0						40.0	
La Ronge Warehouse	36948		61181			20.0	15.0					35.0	
Stanley Mission Warehouse	36947		61181			20.0						20.0	
Pelican Narrows Rec. Fac.	36571		61182			99.0	149.0					248.0	
Loon Lake Band Fac.	37150		611				250.0					250.0	
Loon Lake Core Dev.								307.2				307.2	
Grandmother's Bay Power	37176						100.0					100.0	
Church Stanley Mission	37177						25.0					25.0	
Joseph Bighead-unall.							216.9					216.9	
TOTALS				1,311.95	3,583.9	2454.2	5437.9	5,040.1	275.0			18,100.05	

PROJECT TYPE BREAKDOWN - PROVINCIAL COMPARISON

The following table shows the distribution of funding by project type. The breakdown figures are approximate as some construction figures include some design expenditures. However, the percentage figures indicate the significance of water and sewers in the overall program. Engineering or architectural expenditures under the Alberta agreement are excluded but are included in Saskatchewan.

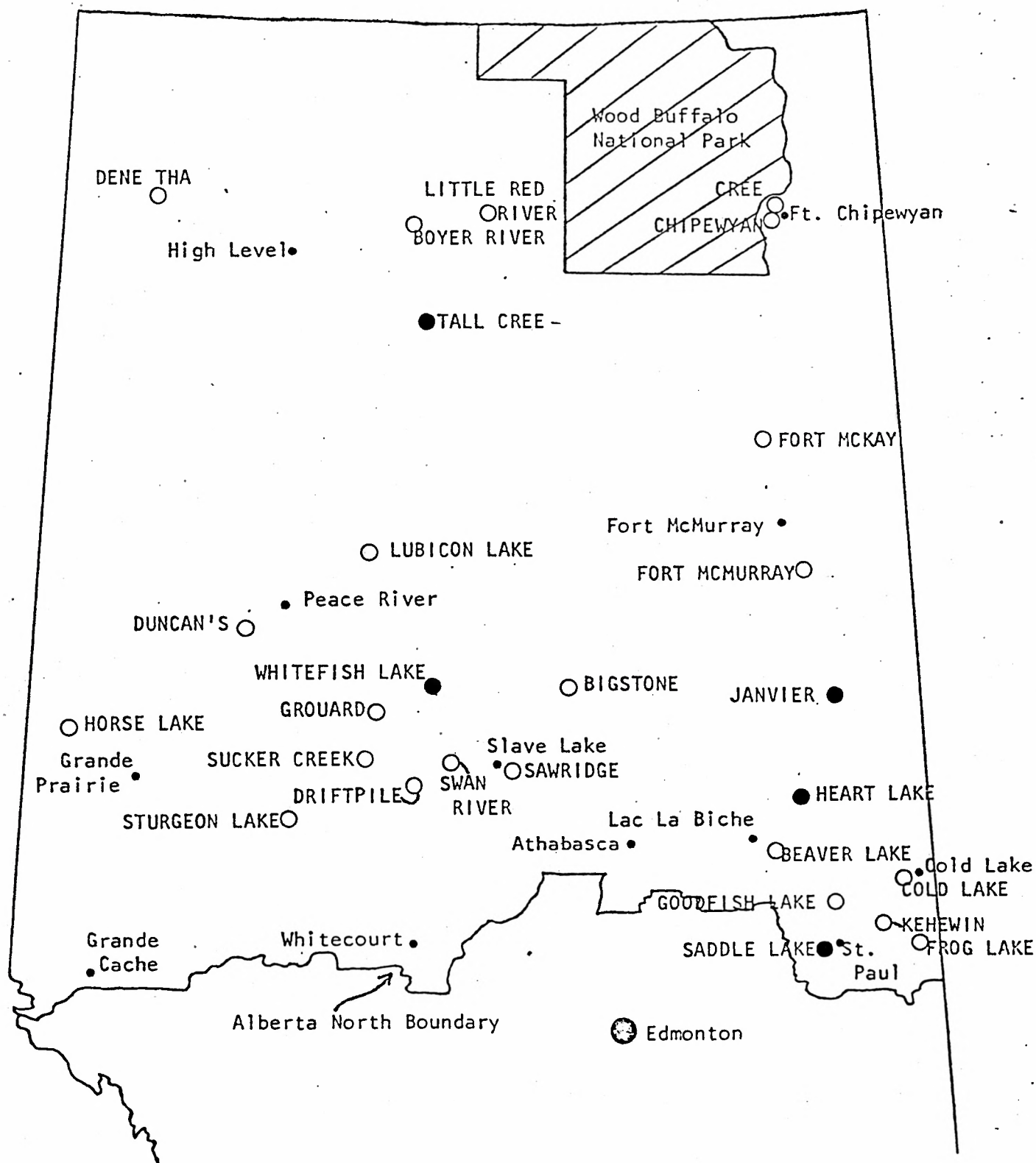
SAMPLE PROJECTS EVALUATION- ALBERTA

ALBERTA	1978/79	Expended 1979/80	1980/81	Projected 1981/82	Carry Over 1982/83	TOTAL EXPENDED	% of TOTAL
Water & Sewer	\$354,004	\$1,119,127	\$1,154,799	2,624,000	TO BE DETERMINED	\$2,627,930	46.0
Community Serv.		5,150				6,150	.1
Planning	212,712	378,155				590,867	10.3
W & S Study		26,500	15,000			41,500	.7
Inter.Roads	59,458	864,226	60,000	424,000		983,684	17.2
Flood Control	223,361					223,361	3.9
Power Supply		315,124	1,512			316,636	5.6
Sanitary Serv.		113,674	552,926	34,400		666,600	11.7
Fire Protect.		36,000	220,000	150,000		256,000	4.5
TOTALS	\$849,535	\$2,858,956	\$2,004,237	3,232,400	1,054,872	\$5,712,728	100.0

SASKATCHEWAN	1978/79	Expended 1979/80	1980/81	Projected 1981/82	Carry Over 1982/83	EXPENDED TOTAL	% of TOTAL
Water & Sewer	\$373,150	\$1,340,000	\$833,100	\$3,098,200	\$3,330,100*	\$9,209,550	50.8
Community Serv.	739,200	1,567,900	403,000	1,131,600	864,900	4,706,600	26.0
Planning	60,400	236,100	114,300	76,000		486,800	2.7
Study & Design	46,200	56,900	98,800	369,100	161,600	732,600	4.1
Inter.Roads			72,000		243,000	315,000	1.7
Power Supply			490,000	100,000		590,000	3.3
Fire Protect.		150,000	220,000	440,000	220,000	1,030,000	5.7
Admin. & Eval.	93,000	233,000	223,000	223,000	257,500**	1,029,500	5.7
TOTALS	\$1,311,950	\$3,583,900	\$2,454,000	\$5,437,900	\$5,037,100	\$18,100,050	100.0

* Includes \$235,000 and ** \$40,000 carry over to 1983/84

INDIAN BANDS AND THEIR MAJOR LOCATIONS WITHIN THE ALBERTA NORTH BOUNDARY



○ = Indian Reserve/Community

CREE = Band Name

● EVALUATION RESERVE

DREE ALBERTA
January 1981

JANVIERReserve Description

Janvier is the most isolated of the five sample reserves, located about 100 km southeast of Fort McMurray, the nearest regional centre. Charter air service from Fort McMurray is the main means of access. Freight and mail are moved by rail to Chard Siding which is connected to the community by a 16 km road. Commodities such as heating fuel are transported over a winter road from the south. Isolation is a major factor in the social and economic problems of this reserve. The reserve covers 4034 acres with a population of about 165 people. There is an adjacent Metis community of about 150 people, with which the reserve has close social ties. The relatively poor economic situation here, is reflected in the general appearance of the community, as contrasted with the provincial road and airstrip.

Projects Overview

The major program project here is the construction of a 6 km road from the provincial airstrip through the Janvier Community at a cost of \$376,424. Other expenditures include fencing the airstrip (\$18,000) and various studies and preliminary designs (\$34,734.93). The total cost is \$429,158.93.

Interview Summary

A group interview was conducted with 5 to 7 people including the chief, councillors, band manager and some band members. Also present were two DINA personnel from the Fort McMurray office. Their presence was a considerable advantage and did not appear to inhibit the responses of the band members. This recently elected administration is entirely new and clearly demonstrates a major problem in transferring authority to the band. All of their attention, right now, is focused on trying to get a handle on current problems and commitments.

The projects appear to have been carried out satisfactorily and within budget. The only complaint with the road is that it is too narrow. However, this appears to be based on the need to slow down when passing oncoming traffic. There are sections with relatively high embankments where the road width may be considered marginal for winter driving conditions. There was general agreement that the road was a high priority requirement.

The interview was conducted in conjunction with current business discussions with DINA personnel. This gave quite an insight into their administrative capabilities, which are low due to lack of experience. They recognize this and one of the Chief's major desires is to hire a professional administrator (as Heart Lake has done). However, as this is expensive, with accommodation and travel costs in addition to salary, the item was deleted from their budget by DINA.

By their own admission, they have severe social problems-- alcoholism, vandalism, isolation and lack of employment. Janvier has a reputation as a rowdy community. They see their isolation and lack of employment as the root causes of alcohol abuse and vandalism, and these will not be reduced without solving the cause. They feel that the reserve does not receive sufficient funding, but attributes this to themselves to some extent, i.e. they have not pursued their needs aggressively enough in the past.

Their priorities now appear to be:-

1. Water Supply

The community is located on the bank of the Christina River. It is presently supplied by shallow wells that feed waterpoints. The wells are highly susceptible to pollution from pit privies and septic fields. There is some evidence of this already. A recent well drilling program produced a few wells of very low capacity and marginal water quality as well as a few dry holes. The school, centrally located in the community, is supplied with water from the river and has its own sewage lagoon. The Band is currently applying for funds to increase the capacity of the school water system, which apparently was not planned with any surplus capacity. We assume such an omission resulted from the narrow scope of funding programs and not inadequate planning.

2. Recreation Facilities and Funds

They consider this very important:

- (a) to increase community involvement, which will counteract some social problems.
- (b) to remove some social handicaps for children going to school off the reserve. If they can't skate or play organized games when they go to high school (up to grade 8 or 9 on the reserve), they are isolated from the other children. This adds to the drop out rate. The Chief considers education and experience in the outside world as vital to the future development of the community.

- (c) To increase the amount of the children's pocket money to enable them to socialize on the outside. The Chief is trying to get financing for a summer work program for 24 children on the Reserve so they can earn some money. He thinks that because they spend some 10 months away from home, they should be able to spend the summer holidays at home and still earn money.

Last year the band bought a T.V.-receiving dish with reserve funds accumulated from a small mineral-rights income. This was aimed at cutting down on the social problems by getting T.V. in every home. They claim vandalism has been cut down and although they don't think total consumption of alcohol has been reduced, the number of wild parties has. One mother said she has seen a marked improvement in her childrens' English through T.V. Cree is the working language and their English language facility is generally poor. They consider this a handicap in dealing with the outside world.

3. Economic Development

This is seen as a future need, which must be preceeded by the development of a more positive attitude among band members through improved social conditions.

Evaluation

The program has undoubtedly been beneficial to Janvier. However, this Band is representative of situations where the physical circumstances of isolation and a poor economic base result in a living environment considerably less attractive than most of the other sample reserves.

SOUTH TALL CREEReserve Description

Tall Cree consists of three reserves North and South Tall Cree, and Beaver Ranch, where only a few band members reside. South Tall Cree consists of 1600 acres and a population of approximately 150 with approximately the same population at North Tall Cree.

Projects Review

The major projects carried out under the program are: the extension of the power line from North Tall Cree to South Tall Cree and power distribution at the latter at a cost of \$142,600 plus \$120,000 for right-of-way clearing carried out by the Band; the construction of a river intake and water treatment plant at South Tall Cree to serve both North and South Tall Cree at a cost of \$125,000; planning and engineering studies costing \$48,900; and provision of temporary water storage facilities and a water delivery truck at a cost of \$34,900. The total cost of all projects is \$471,400.

The power line installation is complete, but the water treatment plant was not operational at the time of our visit as the mechanical subcontractor still has to connect the intake pump. The water plant has been under construction for an excessive period of time for two reasons: one, the Band's decision making process is slow and two, there appears to have been considerable difficulty in getting the mechanical and electrical subcontractors on site and coordinated. In this respect, the Band apparently acted as the project manager hiring a contractor, whose responsibility was to supply materials for the physical plant, and a construction supervisor. The band supplied the labour and excavation equipment. We understand the mechanical and electrical work was subcontracted separately. According to the band the project will be completed within budget.

Interview Summary

An interview was conducted with the Chief and Band Manager. Water supply was the initial priority of the band, relieved somewhat by the acquisition of the water truck, which presently hauls minimum potable water needs from Fort Vermillion twice per week. It will deliver water to both North and South Tall Cree when the plant is operational. The power line was the second priority. The band was satisfied with funding for these projects. In addition to the benefits of reduced health hazards through the water supply and convenience of the power supply, they gained valuable work experience through the projects. They have obtained brush cutting work off the reserve and have established a trucking business, which competes locally for work in gravel and topsoil hauling. They intend to pursue similar work on the proposed extension of the provincial road. The extension of this road to the southern

portion of PR 67 could provide commercial opportunities for the band. They recognize, however, that this may also bring other problems and it will be approached with some caution. The band has hired the same consultant on all their work in recent years and they appear to have a good working relationship. The consultant has trained a crew of band members to carry out basic survey work and development of some basic drafting skills on the reserve is being considered.

This was the only interview where the Band recalled that DINA had formally announced and outlined the Canada/Alberta North program at a meeting of the Fort Vermillion area bands.

Operation and Maintenance

The band has attempted to minimize future operation and maintenance problems by having the new treatment plant designed with the same mechanical layout as the existing untreated raw water plant at North Tall Cree with which they have had several years experience. This was carried to the extent of identical service pumps, requiring one spare for both plants. Only the filter medium is different and the filter supplier is required to attend the start up and instruct the operator on the correct operating/backwash procedure.

Evaluation

Although the implementation of the treatment plant has not been efficient, the band has evidently gained valuable experience through administering these projects. The Band Manager, who is responsible for the project, is reportedly a competent individual. That was also our impression, but like most administrators of small bands, he has a multitude of other responsibilities demanding his time. He is further handicapped by the poor communications facilities presently available, as his contractors are based in the Edmonton region.

HEART LAKEReserve Description

Heart Lake is the smallest band in the study sample, with a population of about 85. The reserve covers some 11,000 acres, and is located about 80 km north and east of Lac La Biche, the nearest regional centre. Both the access and the reserve roads are of poor quality; four-wheel drive vehicles are apparently a necessity during wet weather. The community is located in a picturesque setting along the lake shore, with the houses widely dispersed. The band office, store, elementary school and utility building form a small core area.

It would appear, that this band has made significant strides in upgrading the quality of life on the reserve, since it attained local government status. This is due, in part, to the fact that the band has a relatively large income from royalties. This has enabled the band to employ three experienced non-Indians who form the core of their administration, i.e. the band manager, construction supervisor and secretary. The chief, who has held his office for more than 15 years is very much in control.

Projects Overview

A number of expenditures have been made under the program: a well test program (\$13,200), a well drilling program costing \$15,000 (3 out of 5 usable), a garbage truck (\$15,000), a physical development plan (\$13,400), a fire truck (\$30,000), a sewage disposal feasibility study (\$15,000), a water feasibility study (\$15,000) and Topographical mapping (\$5,700). The total has amounted to \$122,300. In addition, the band applied for program funding for a community building providing showers, toilets, and laundry facilities which was rejected. Subsequently, they applied for funding for the installation of wells and septic fields or holding tanks to service all their housing. This is considerably more economical than providing sewer and water systems. They were advised that this did not qualify for funding under the program criteria, however. This appears to be a decision of the Steering Committee or DINA as DREE indicates it would be prepared to fund dispersed facilities as the band proposed.

Interview Summaries

The group is quite knowledgeable about the program and quite specific in their criticism of its application in their case. The garbage truck and fire truck projects were satisfactory, indeed they had high praise for DINA's fire protection staff who inspected the vehicle and trained the band fire brigade. However, with the exception of three wells drilled, but not completed, these are the only useful results derived from the various expenditures. They claim the remainder was spent on various studies of little or no practical use to them. The physical planning study was termed

foolish waste of money. They wanted 'assistance to develop a five year financial plan, but instead had the planning study imposed on them'. Although they saw no practical purpose for the study, a band meeting was organized for the planner and they tried to cooperate. Apparently, the report totally disregarded the band's input and as a result, is totally ignored. As the chief said, nobody can come onto a reserve for a day or two and hope to understand their aspirations, concerns and especially the realities of implementing ideas there. This view was readily endorsed by his staff, from their own experience.

The feasibility studies for water and sewage disposal were also considered to be somewhat pointless as it was obvious to them that such systems would not be economically feasible on the reserve. However they were able to change the sewage study into a design of septic systems for individual houses. They subsequently found these designs required considerable modification to implement. The band has recently installed wells and septic fields or holding tanks to every house on the reserve, using their own funds.

They maintain that arbitrary funding criteria are not in the spirit of the agreement to improve the living conditions on reserves. They contend that the community facility criteria are being used as a lever to enforce DINA planners' concept that Indians should live in compact communities, a concept that is neither necessary nor acceptable at Heart Lake. They further point out that, thousands of people live in rural Alberta serviced by wells and septic systems and that 'these people do not have to employ engineers to design and supervise the installation of their system'. Local contractors can install standard designs, which meet local building requirements, and are subject only to the approval of a provincial inspector. This route was taken at Heart Lake, at a considerable cost saving, although it was opposed by DINA. With only minor items outstanding, such as dressing and seeding of disposal fields, they estimate their total cost to service all the existing houses and community buildings, including basic internal plumbing to be no more than \$250,000, considerably less than any community system. Later information disclosed that as far as DREE are concerned they would support funding of such an approach.

The band is dissatisfied that they did not receive any financial assistance for the septic system and water project, and that they had to finance it entirely from their royalty income. Current overall DINA budget cuts are forcing them to use most of their temporary income to meet current operating costs. They want to invest a substantial part of this income to ensure a continuing source of funds as the royalties diminish. While they recognize that on a per capita basis they have been allocated

a high, if not the highest share of the program's funds, they counter that they had little or nothing to start with and that more than half the money was wasted on studies that were of no practical use to them. Had they received a direct contribution equal to the cost of the studies, they would have made much better use of the funds, they contend.

They cited other cases where DINA wanted studies, for example to determine the most economical site for a building, where the cost differential between alternatives would be less than the cost of the study.

Operation and Maintenance

At present operation and maintenance is not a practical problem. Although skills are being developed by the construction supervisor, progress is admittedly slow and it is unlikely that he could be replaced by a band member in the foreseeable future. The only training method they find that has any degree of success is "show and tell".

The suggestion was made that the most cost effective solution to maintenance, at least on smaller reserves, was for DINA to provide preventative maintenance with its own staff or through a contract.

Evaluation

These interviews produced the most specific criticism and supporting arguments of both this program and other DINA programs. The benefits the band derived from the program are a fire truck and a garbage truck. The apparent waste of the other funds can either be attributed to the inflexibility of program guidelines, their administrative application, or pointless studies. These studies, however, did serve to heighten expectations on the reserve, providing the impetus for the band to implement their own solutions. Few bands of this size have the resources to go it alone in this manner. Although the long term benefits of their minimal servicing standards and low cost approach cannot be fully evaluated at this stage, they have provided a full scale experiment that merits considerable attention.

An unrelated example of the Band's approach to studies is worthy of mention. They obtained funds to study the viability of operating a commercial campground. They used the funds however, to construct basic facilities in an existing campsite, and the study now consists of counting the income. If it is successful, they are that much further ahead; should it fail they are no worse off than had a professional study predicted such a result.

WHITEFISH LAKE (ATIKIMEG)Reserve Description

Whitefish is located about 100 km by road northeast of High Prairie, the nearest regional centre. It is somewhat isolated, reflected mainly through the economic impact of travel costs to obtain goods and services from High Prairie. The reserve covers 8160 acres with a population of about 475 people. There is an adjacent Metis community, where the school is located. The relatively poor economic situation here is again reflected in the general appearance of the community and there is evidence that vandalism is a major problem. This band is a member of the Lesser Slave Lake Indian Regional Council (LSLIRC).

Projects Overview

The projects carried out here are a water and sewer study and design (\$36,000), a sewage lagoon (\$290,000), not yet completed, and a water treatment and pump station, design and construction (\$86,000). A water truck has also been approved. We were not able to see these projects due to weather conditions. It is evident that the implementation of these projects cannot be classified as efficient. Delays and cost overruns with the sewage lagoon appear to result from inexperience of the band which is carrying out the construction. Originally the project was being carried out under Vote 10, but was changed to Vote 15 at the tender stage. This late change is at least in part responsible for the delay. The water plant reportedly uses an ultra-violet lamp in the treatment process. The nearest source of parts and maintenance personnel is Vancouver. In addition the prominently displayed health hazard warning sign virtually ensures that routine maintenance will be overlooked. This poor choice of equipment apparently was made at the band level. However, it should be noted that these projects were implemented during the transition of local administrative responsibility from DINA to the Lesser Slave Lake Regional Council (LSLIRC).

Interview Summary

An in depth interview with the administrator provided a factual data in a precise manner and subsequent contact with the Chief and councillor confirmed the administrator's viewpoint. A non-Indian employee of the LSLIRC (formerly with DINA), was recently seconded to the band to assist them with their administrative problems.

The Band is reasonably happy with the administration conducted by the Lesser Slave

Lake Indian Regional Council. They indicate there is no indecision or flexibility as to the amount or availability of funding; they get exactly the funds allocated to the project. One complaint voiced was that the LSLIRC had not provided any jobs for this band in the administration. This was supposed to have been 'spread around to all the reserves'. They felt they were able to get better response when they required assistance than they used to get from DINA. Another complaint was that the bands need technical service support on a routine basis which is not being provided by LSLIRC. The respondent suggested that LSLIRC must exhibit more flexibility to adjust to the individual band's needs or they would go around the council direct to the DINA regional office.

It is evident that the band has suffered from poor administration in the past but obviously an attempt is being made to rectify this problem. The water and sewer projects were high priority items, to serve the community facilities and supplement the existing water points. The most immediate impact will be financial, through the operation of a laundromat on the reserve. The limited water supply and high water heating cost prevent home laundering; as a result, a laundromat in High Prairie is currently used by band members. There is sufficient desire for internal plumbing, especially among younger band members, so that houses will be located along the future route of water and sewer lines to the community buildings. However, it is anticipated that social problems will result from the much closer housing that will occur. This potential problem is not recognized and no provision is being made for it. User fees may also be required.

The predominant preoccupation of the current band council is economic development or, more precisely, the creation of jobs. The band currently operates a sawmill which employs 14 people but requires considerable financial support from band funds. The band administrator maintains that despite the outdated and inefficient second hand equipment purchased by the band, the operation could at least break even. However, this would necessitate subcontracting some of the operation and the resulting loss of jobs is politically unacceptable. Also original advice that the band purchase new electrically powered equipment was ignored. Power is readily available and this would have made the operation profitable. Assuming the cost estimates were correct the accumulated losses to date, incurred by the present systems, at least equal the original cost differential. However, it is possible that the original decision was motivated by the opportunity to get the project started quickly.

Operation and Maintenance

Specific operation and maintenance provisions for the water supply and sewage disposal systems were not identified. However, operation and maintenance problems are being addressed at this reserve. Simplified check sheets, for daily operations and maintenance records, are being developed for each piece of equipment, such as a front end loader. The operators will be required to complete the sheets and turn them in to the band office each day. Formal, off-reserve training courses are not considered effective. The present approach is to require equipment suppliers to provide on site training for operating and servicing. They arrange to have equipment operators given access during repair operations in order to gain an understanding of how the machine works and the cause and effect relationship of maintenance neglect, such as oil levels, filter replacement, etc.

While it is apparent that program projects have not been carried out efficiently, the specific reasons were not completely identified in our study. Undoubtedly, the band did not have sufficient administrative experience to handle the projects at the time.

The growing pains connected with the establishment of the LSLIRC approach to program delivery may partially account for events. An ancillary interview with an official of LSLIRC indicates it was the intention to phase in direct band control over a five year period. In this case, however, the Band indicates the responsibility was transferred overnight. It seems evident that they did not then have the staff to handle the projects effectively.

It is also probably indicative of the growing pains, that the grievance committee, consisting of all the Chiefs in the LSLIRC, is kept quite busy.

SADDLE LAKEReserve Description

Saddle Lake Reserve, having a population of about 2300 and 64,000 acres, is much larger than the other sample reserves. The reserve is located some 170 km north-east of Edmonton close to major highways. It is 25 km from St. Paul, the regional centre where the DINA district office is located. There is a core area comparable in size to a large village with closely spaced houses; large modern community buildings are grouped in the central area. The band has a large administrative structure. The public works section, for example, has four divisions each administered by a councillor. The Band employs 85 people full time, 20 of whom work for their construction company which, in addition to carrying out work on the reserve, has secured significant work off the reserve in the last year. Because of its size this band can support administrators specializing in specific areas such as sewer and water. Small bands can rarely afford such luxury and the band manager has to cope with this and a dozen other portfolios.

Saddle Lake has a high profile among Indian bands in both Alberta and Saskatchewan, Indian organizations and government departments. It is widely considered a very progressive Indian reserve, although it does have its critics.

The reserve has a significant royalty income estimated at \$5.6 million this year, half of which is distributed directly to the individual band members on a per capita basis.

Four projects have been funded on the reserve under the Program, a physical development plan (\$17,800), a fire truck garage (\$30,000), the design of a water treatment plant (\$22,000), and the construction of the water treatment plant, including a lake intake, truck filling system and distribution pumping system. This was phase 1 of a three phase project; phase 2 is a 6.4 km supply line to the core area, and phase 3 includes storage facilities and distribution system in the core area. The three phases were estimated to total \$2,033,400 in the Treasury Board request November 1979, but has increased and is still under review.

Interview Summaries

The Band originally thought the program was an independent source from which they could obtain funding with the assistance of Indian Affairs, a concept which obviously appealed to them. They now regard it as part of DINA's funds. The yearly planning

of the program used in Alberta has caused them considerable problems. As DINA requires the bands to produce 5-year fiscal plans, 'why can't they produce one for their own program', they ask.

The fire truck garage project was quite satisfactory. The physical planning study was considered 'a waste of money'. The band has a Master Development Plan produced in 1978, including a core area concept plan which they are following. The water supply project has a complicated history. They indicated the first phase of the water treatment plant was funded under the program at a cost of \$632,000, more than twice the original approved budget. The band feels they are being held responsible for this, and penalized unjustifiably for it financially. Their recollection of events is as follows: the design consultants were originally hired by DINA to carry out a feasibility study and subsequently to carry out the detailed design. The band applied for funding based on an estimated cost of \$153,400 provided by the consultant and/or DINA. This was approved and the design started. Although the project was under Vote 15 the band had little contact with the consultant, who was reporting to DINA. During the design phase, the band applied for additional construction funding of \$137,000 on the advice of DINA and the consultant. The band carried out the construction during which there was a further short fall of \$71,600. This they attribute to a design change during construction, when the proposed disposal system for the filter backwash water was found to be inadequate. The backwash was subsequently discharged to the lake but required a long discharge line to avoid recirculating the waste material through the intake. In addition, the intake installation proved more difficult than anticipated, due to the lack of proper survey and geotechnical information.

The band hired its own consultant to carry out the design of Phase 2 and 3. They were somewhat surprised to find that they had to reapply for funding of these phases, as they thought the entire project, including a Phase 4 had been approved already. They applied for \$1.2 million to carry out both Phases 2 and 3 and were even more surprised when refused any funds. A considerable hassle ensued including two appearances before the Steering Committee. Finally an amount of \$780,000 was tentatively approved for Phase 2, \$500,000 from DINA and the balance from the band's funds. A Treasury Board submission was made for \$780,000 and thinking their troubles were over, the band tendered Phase 2. The bid price was \$699,000, well below budget. While DINA had to revise the Treasury Board submission accordingly, which the band understood to be a mere formality, they authorized the contractor to proceed. The revised Treasury Board submission however, was for \$643,000, leading to further meetings with DINA. A further Treasury Board submission was made for \$699,000 which

apparently has bounced between Ottawa and Edmonton for an extended period. Meanwhile, work was proceeding and the band had expended their share of the cost and was providing interim financing through bank loans and incurring interest costs. At the time of our interview, March 1981, the contractor had stopped work due to weather conditions, which the band considered fortunate, as they still had not received any funds and had fully extended their credit. They see the Treasury Board as a villain in this matter and the Steering Committee as powerless middlemen. They are adamant that Phase 2 at least was approved for funding under the Agreement (this is not borne out by the Treasury Board submission). They now think DREE did not contribute any funds for Phase 2 and want to deal directly with the decision makers, the 'Treasury Board' as they see it, in such matters. Working through middlemen, whose decisions can be overruled, wastes their time and their money.

Water and sewage facilities were their top priority and appeared to qualify for funding under the agreement. However, their prime concern is economic development. Had funding been available for band run enterprises, as an alternative, they would have chosen such assistance, believing they could generate their own revenue from these projects to finance their infrastructure requirements.

Operations and Maintenance

Two people have received formal training off the reserve, jointly funded by the band and CEIC. They were involved in the plant construction and have a detailed knowledge of it. High maintenance costs incurred by the band's existing inadequate water system was the reason this project was a priority. Impurities in the existing well water supply also caused continuing problems with boilers, the arena ice plant and general corrosion of pipes and fittings. The new system should significantly reduce their maintenance costs.

Evaluation

Although the final cost of the water treatment plant may be somewhat high, it is evident that the initial cost estimate was in error by a wide margin. The plant location is not that recommended in the feasibility study and approved by the band, but is close to one of several alternate sites evaluated in the study. We surmise that the change was made for technical reasons. The band however, not given the reasons, feels the study was not based on adequate data.

That confusion arose as to the funding of Phase 2 is not surprising. Given that none of the Alberta bands in the study distinguishes this program from other DINA funds, obviously such information is not adequately publicized. The following is

quoted from an internal DREE memo; 'the Steering Committee at its meeting of May 25, 1980, decided to tentatively offer Saddle Lake partial funding in the amount of \$500,000 for Phase 2 improvements to their Water system'.

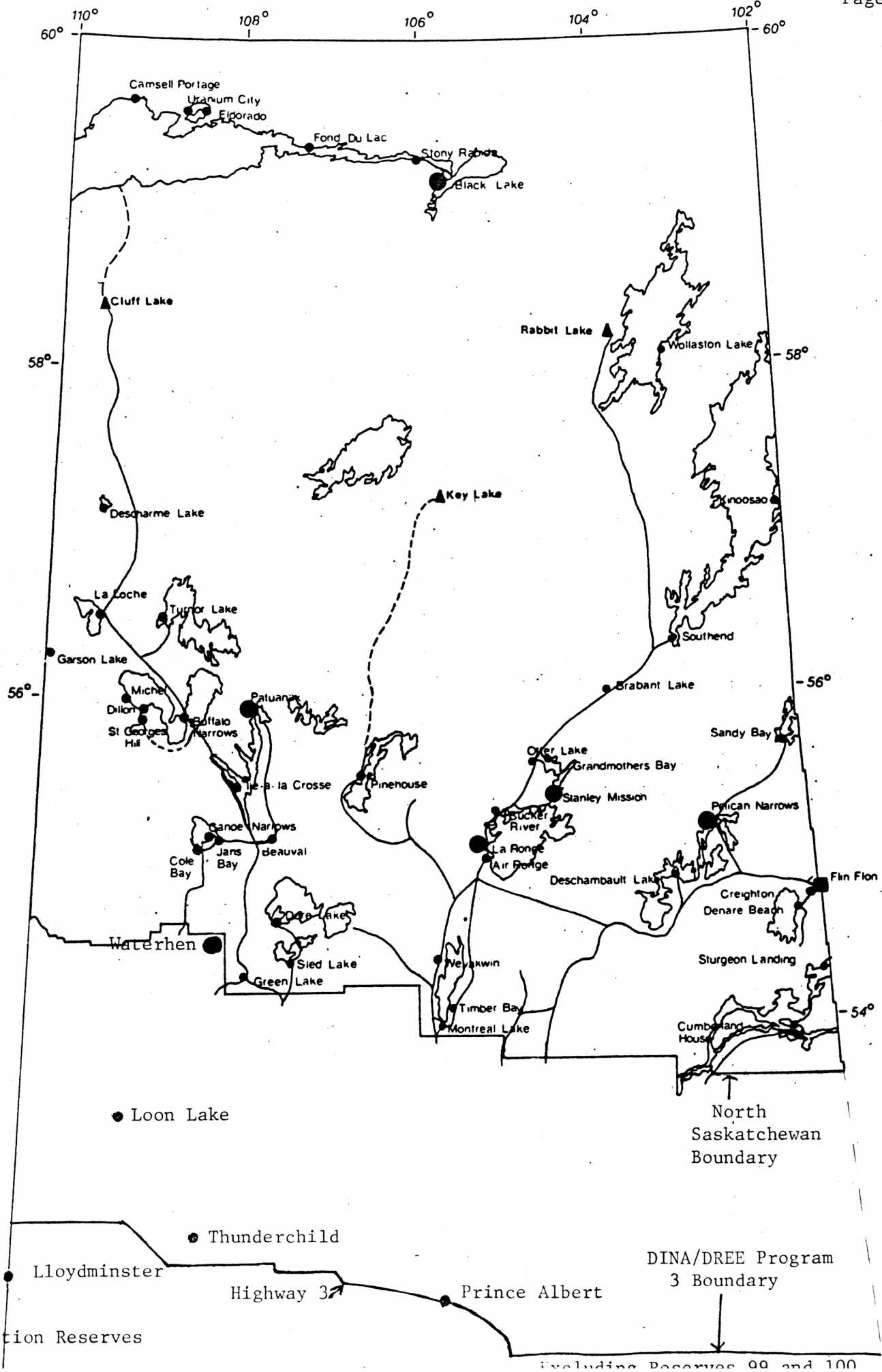
The minutes of the May 23, 1980 meeting state that DREE will not be providing funds in the 1980/81 fiscal year for this project. The DINA representative, however, undertook to discuss with the Regional Director General the alternative of obtaining funding of \$400,-00 to \$500,000 from the capital funds. On the basis of this the band assumed secure funding and proceeded with construction. They used their own funds and then had to borrow from the bank to pay for the work completed.

Examination of a revised Treasury Board request, dated September 24, 1980, shows DINA's intention to only fund \$60,000 that year.

It seems clear that a lack of communication exists. This would not occur if the band were advised in writing or received copies of the Treasury Board requests. For example: T.B. request November 2, 1979 and revised January 22, 1980 clearly states the band is to fund Phase 2 and 3, \$1,049,000 in 1980/81 and \$560,000 in 1981/84. Revised TB request September 23, 1980 shows DINA capital funding \$60,000 in 1980/81 and \$500,000 joint DREE/DINA funding in 1981/82. Revised TB request November 10, 1980 reduces the joint funding from \$500,000 to \$361,000 to reflect the bids received October 17, 1980. We were advised a further revision was made, because the request did not cover the bid figure.

This chain of events, not only emphasizes the lack of communication, but is a good example of the exasperation of the band at the slowness of the Treasury Board approval system.

SAMPLE PROJECTS EVALUATION-SASKATCHEWAN



WATERHEN-SASKATCHEWANReserve Description

The Waterhen Reserve is located at the east end of the Meadow Lake Provincial Park approximately 120 km from the Alberta border. It has an area of 19,773 acres and approximately 700 population. Access is by float planes and by road.

Projects Overview

A community planning study, and an arena, are the reserve projects which have been funded under the Northlands Agreement. The design of the arena was covered under the Interim Northlands Agreements, while construction was completed in 1980 under the present agreement. The planning study is presently at the final draft stage.

The reserve has a lake water intake and treatment plant which serves the school, arena, and some teacherages. Sewage disposal for these facilities is accomplished by pipe collection and treated in a two cell lagoon. Other residents on the reserves are serviced by shallow wells and outdoor toilets, with the exception of the old school which has a water intake and spray-jet sewage disposal system.

The Band had originally made other proposals for projects, which they identified as their priorities to be addressed under the Northlands Agreement. These included housing improvements, a multi-purpose centre, and a bridge to an isolated part of their reserve. These proposals were all turned down by DINA. The band finally agreed to the arena and planning study suggested by DINA.

Interview Summaries

Meetings were held with the present Chief, two former Chiefs, Band administration personnel and Band members. In general, they seem very happy with the community benefits derived from the arena. It serves as a focal point in the community which was heretofore lacking. Band members in the community are very enthusiastic about the arena and appear to make full use of it, not only for sports, but for meetings, workshops and religious ceremonies.

Initial construction of the arena was done by the Band under a Canada Works Program. The Department of Public Works then appeared, unannounced, but was refused access on the reserve by the Chief, who was not informed of DPW's part in the project. DINA then informed the Band of the DPW role in Northland's projects over \$250,000 under the terms of the agreement. The Chief then reluctantly allowed DPW to proceed with

construction. Having DPW in charge of the construction caused many 'hard feelings' and left the band feeling that they had no control of the project. This is not unanimous on the reserve, however, as some band members interviewed preferred to work with DPW which offered a higher rate of pay than the Band. The Chief was, however, happy with the DINA people who were supervising the construction and felt that they did a good job of liaison between DPW and the Band.

The band did have considerably more input into the planning study. The Chief and Council were involved in the selection of the consultant, and were pleased with the selection at that time. The Chief did, however, request that the funding for the planning study be decentralized and administered by the band. This request was turned down by DINA. The reason given was cash flow problems with DREE monies.

The band is not happy with the planning study approach. They feel it does not respond to the terms of reference. The DINA district office has supported the Band on the problem and is working with them and the DINA regional office, to achieve a final product which is more satisfactory to the Band. Final judgment on the planning study is yet to come, but their hope is that it will not be just an information document about the reserve, but will be a tool to formulate definitive policies and direction for the community.

The general feeling is that this type of program could be very useful, but they would hope it could be broader in scope so that individual communities can focus on their own priorities and goals which vary greatly from community to community.

Operation and Maintenance

No special program or training for operation and maintenance of the arena facility was undertaken. A band member has been hired as a maintenance person for the complex and handles problems as they arise 'as best he can'. Monies for O & M are raised through hourly charges for ice time from band members and the school.

The major maintenance problem, which resulted from poor construction practice, was the freezing of the sewer system. During construction, the sewer discharge line was buried too shallow. This fact was pointed out in various meetings and communications, but no remedial measures were undertaken. Therefore, as expected, the sewer froze during the first winter and was inoperable. The problem existed until the following year, when a letter from the Chief to the local Member of Parliament seemed to stimulate action to have the sewer reconstructed to the proper depth. Because of the time and method of handling of this problem, extreme 'hard feelings' were generated between the Band, DINA and DPW.

The band administration feel that potential future problems with the heating, plumbing, electrical, etc. could be handled much better if a training program or workshop was set up to give the maintenance people some preparation and knowledge in this area. They feel that, had they been allowed to do more of the work themselves during construction, supplemented by local suppliers and contractors, that future O & M problems could be better handled.

Evaluation

It would appear that a more flexible approach by DINA, which would allow the Band a greater role in administering and controlling projects, would result in as good or better projects in the community. The Band recognized that technical and other assistance is required to be provided by DINA or through private consultants, but feel they must have the financial control to achieve a final product to their satisfaction.

Poor communication between the Band and DINA highlighted by such problems as the sewer freezing at the arena, and the subsequent delays and red tape in getting it rectified, have resulted in lack of confidence by Band leaders in DINA.

SAMPLE BAND ALLOCATION REVISIONS

Band: Waterhen Planning Study

Project No.: 30276

Project Type: Planning

Original Request: \$70,000

Source of Request: Dept. & Band

Original Estimate: \$70,000

Source of Estimate: Dept. & Band

Approved Expenditure: \$65,500

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

Project completed f.y 1980/81
Total cost \$65,500 on budget

Study -Design Construction

1979/80- 3,000 Planning

1980/81- 62,500 Planning

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: Waterhen Arena

Project No.: 30262

Project Type: Arena

Original Request: \$507,900

Source of Request: Band & Dept.

Original Estimate: 507,900

Source of Estimate: Band & Dept.

Approved Expenditure: \$544,900

Funding Source: W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

Project completed f.y 1979/80

Overage due to faulty installation by DPW with
incorrect levels and fractured connections.

Additional funds identified in Program surplus
identified in f.y 1983/84

Study- Design- Construction

1978/79 - 200,000

1979/80 - 344,900

Project completed by Public Works Canada

Design completed in first Western Northlands Program

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

ENGLISH RIVER (PATUANAK) -SASKATCHEWANReserve Description

The Patuanak reserve is reached by an access road from Highway 155 approximately 90 km north of Beauval. It has a number of land holdings amounting to 15,691 acres and an approximate population of 400 with 60 houses in the core area.

Project Overview

A sewer and water project for the community core area is funded under the Northland's Agreement for this community. The Treasury Board submission for approval of this project is presently in Ottawa. No physical work on the project has commenced, other than the servicing feasibility study.

The reserve has a very well defined residential core area including a store, band office, church and band hall. Water is obtained from the lake or from a community well located in the core area. Outdoor toilets serve as the only sanitary facilities. The school which is located south of the core area is serviced by a well and a sewage lagoon.

The band had originally requested as the first priority that road improvement on the reserve be done under the Northlands program. This request was denied by DINA. The reason given was that some of these new roads could be destroyed by sewer and water installations. DINA suggested to the Band that they first proceed with the sewer and water servicing under the Northlands Agreement. The Band agreed to this suggestion and a feasibility study was done in 1978/79. The sewer and water project was originally budgeted at \$1,200,000 in the proposed schedule C of the Northlands Agreements. This amount was later cut to \$870,000. Exactly how this cut in budget was done seems to be a very cloudy area. DINA personnel explained that the cut was made by the Chiefs of Meadow Lake and Prince Albert Districts on the basis that the monies would be divided 50-50 between the two areas, and Patuanak was one of the cut-backs to accomplish this. The band seems unclear on this item and says the cut was made by DINA itself.

When the feasibility report identified the cost estimate for the project at \$1,500,000, changes to the scope of the project were then made to accommodate the budget of \$870,000.

Although the core area is relatively easy to service, as the residences are very close together, construction costs will be high, because of the presence of a large number of boulders in this area.

The submission to Treasury Board through DINA in Ottawa seems to have been caught in 'red tape' from the outset. It is now over a year since this original submission. Approval still has not been granted but there is an indication that approval is imminent. Both the Band and DINA personnel at the District and Regional offices are very frustrated with the inordinate delays on this project.

The reduced scope alternative, now to be implemented, will make sewer and water service available to some 20 of approximately 60 residences in the core area. Stand-pipe water service will also be included for areas not receiving service at this time. The Band members, however, feel that not many people will hook up to the service, as they cannot afford the internal improvements their houses require to accommodate sewer and water service. To date this issue has not been resolved.

Interview Summaries

Meetings were held with the Chief, Band Administration personnel and Band members. The band members seem satisfied with the cooperation of DINA people that are dealing with them on the project, but are very frustrated with the delays. The band leaders feel that some communication from DINA in the initial stages of the program would have been more helpful. They still feel that the first priority on the reserve is upgrading of the roads, and a program of housing improvements which could be followed by sewer and water installation. The band administration would like more involvement in dealing with these types of projects but do not see themselves taking over full administration of finances at this time; perhaps more information on funding and involvement in approvals of expenditures is a first step.

Operation and Maintenance

The band has requested that people be trained for O & M of the system once it is built. They see this best being accomplished through on-the-job training supplemented by workshops, if necessary. DINA has indicated it agrees with the need. It is, however, difficult to say at present how effective this will be as the project has not yet gotten underway, even to the final design stage.

Evaluation

The arbitrary financial decision and inordinate delays in starting this project are most questionable. The only results from this project to date are a great deal of frustration on the part of the Band with DINA procedures.

Should this project be delayed beyond this year's construction season, it will undoubtedly have to be refunded or cut in scope even more, as a result of rising construction costs.

SAMPLE BAND ALLOCATION REVISIONS

Band: English River Planning W & S (Patuanak)

Project No.: 30260

Project Type: Planning W & S

Original Request: \$870,000

Source of Request: Band & Dept.

Original Estimate: \$870,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$870,000

Funding Source: W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

Still awaiting Capital Management Branch approval-
construction now planned for f.y. 1981/82

Due to long approval process inflation increased the
original estimate by some \$200,000. The scope of
the project was adjusted by eliminating 10 households
to bring it back to conform with the original dollar
request.

Study-Design- Construction

1978/79 - 7,300 Planning

1979/80 -51,600 Planning

1981/82 -811,000 Design and Construction (Design \$100,000)

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

PELICAN NARROWSReserve Description

Pelican Narrows is on Highway 135, north of Highway 106, approximately 34 km west of the Manitoba border. The band consists of 12 reserves with a total population of 2600; 1200 people are located at Pelican Narrows.

Project Overview

The Northlands Agreement covers partial funding of a sewer and water project and a recreation facility in this community. Contributions have also been made by DINA, CEIC and the Band. Funds amounting to \$149,000 have been transferred from the Southend Centre project to complete construction of the arena this year. Water and sewer facilities will also be cost shared by DNS and the proposed new school. The Treasury Board submission of \$2,895,000 for the sewer and water project has been made and now must be revised as the ratio in the submission of status to non-status students in the school was inaccurate and will change the cost sharing proportions.

Although the band is generally in agreement with the results of the sewer and water feasibility study, they are not happy with the lack of communication and consultation from DINA in the consultant selection process. The sewer and water project is the Band's top priority, and they feel that communication from DINA regarding the status of the project and Band input into decision making has been most inadequate.

Because of the many similarities between the sewer and water project at Pelican Narrows and the project completed at La Ronge (i.e. DNS cost sharing, school involvement, etc.), DINA is using the La Ronge experience as a model for this project. This element of the project, however, does not appear to have been communicated to the Band. The band leaders feel that delays in implementation of this project may jeopardize their proposed new school, which is also a very high priority item for the community. To view the matter from the Band's perspective it must be borne in mind that the original study was done by Underwood and McLelland in 1960 - over twenty years ago. The delays since September 1979 are a reflection of the complications inherent in a multi-funding project. There have been delays in obtaining acceptable figures from the band, DINA School authorities and the local authority Council representing DNS. There was also a change in the scope of the school project which changed the water and sewer requirements.

Interview Summaries

Interviews were held with the Chief, Band leaders, Band Administrators and Councilors. The sewer and water project is without doubt the top priority. The band seems satisfied with the intent of most DINA personnel but there appears to be a great communication gap between DINA and the Band. The Band wants more involvement in programs from the initial stages through to completion. This will allow for band leaders to keep the community in general much better informed as to status of projects and availability of programs.

The band leaders feel strongly that they must administer the funds themselves, and point to programs now administered by the band as examples of their capabilities. DINA personnel at Regina regional office have indicated that this project is one that could be done under Vote 15; however, they do not seem to have communicated this to the band.

Operation and Maintenance

The band has some concerns about potential operating and maintenance problems such as lines freezing because of shallow bedrock conditions in some areas. Sewage effluent from the treatment plant polluting their water supply was also a voiced concern. The band feels that a training program of on-the-job training during construction must be given to community individuals who will be responsible for O & M. The funding and implementation of these requirements seems very unsure at this point, as well as how they will be addressed in the design and construction of the project.

The band has indicated that a service fee will be charged to those who utilize the service, with the exception of those on welfare.

Evaluation

Lack of communication between DINA and the band appears to be a problem on the project. Band leaders appear ready and able to take a much larger role in administering their own programs and projects, but require a much better liaison from DINA to make the appropriate decisions that affect their community. The delay in implementing the water and sewer project is caused by the time taken by the region in obtaining acceptable support figures from the Band and DNS. This process could have been shortened by more frequent follow up of requests had DINA manpower been available.

SAMPLE BAND ALLOCATION REVISIONS

Band: Pelican Narrows Rec. Facility

Project No.: 36571

Project Type: Arena Construction

Original Request: \$99,000

Source of Request: Band

Original Estimate: \$99,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$248,000

Funding Source: DNS-CEIC-DREE W/N
Band

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

January 1980 additional 149.0 approved to complete project.
Addition to provide maximum contribution form program for
this type of facility to include auxillary facilities,
lighting, office space, etc.

Additional funds 149.0 from Southend Centre Project as per Peter
Ballantyne BCR

Study-Design-Construction

1980/81 - 99.0 Construction

1981/82 - 149.0 Construction

Design completed by DNS f.y 1980/81

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: Pelican Narrows

Project No.:

Project Type: Water & Sewer

Original Request:

Source of Request: Band

Original Estimate:

Source of Estimate: Band, DINA, DSS

Approved Expenditure:

Funding Source: DNS, DREE, DINA

Adjustments Made:

Date:

Since Sept. 1979, a series of adjustments were made to the project scope, mostly dependent on the school requirements that changed a number of times because of variation in the status/non-status ratio, the teacherage scope etc.

The Treasury Board request showed funding breakdown as follows:

DINA	\$822,000
DNS	839,000
DREE	<u>1,234,000</u>
TOTAL	\$2,895,000

This is now being changed for a revised Treasury Board submission reflecting a corrected status/non-status ratio.

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

BLACK LAKE -SASKATCHEWANReserve Description

The Blake Lake Reserve is east of Lake Athabasca approximately 245 km. from the Alberta border and 100 km south of the 60th parallel. Access is by air and road from Stoney Rapids.

Projects Overview

The work done to date under the Northlands Agreement includes the community plan, contribution to the community hall/band office, emergency repairs to the sewer tile field and lagoon, and geotechnical and predesign work for a new lagoon. The future work committed for the year 1982/83 is construction of the sewer system, including lift stations, and the new lagoon at a higher level, allowing effluent to drain into muskeg rather than the lake. The water and the sewer system will be designed to serve the core area, including the school and the band office, and to provide water standpipes in the community. There has been a continuing controversy between the band and DINA with regard to the adequacy of the sewer system. This stems from their original objective for sewage treatment and the construction of the sewage lagoon in 1973, which was located 1000 ft. upstream from the Black Lake Community. The design and location of the lagoon was done by DINA with the initial construction under the direction of the band. Initial problems encountered were the presence of natural springs at the lagoon site and the construction of the lagoon sides out of semi-pervious silty sands which allowed seepage from the lagoon to the lake. The original contractor did not correct the situation, and money was spent to try and rectify the problem by applying a vinyl liner, which did not resolve the problem.

Other attempts were made to improve the adequacy of the installation, and figures were presented to the band indicating satisfactory quality of water levels from the effluent. This was not accepted by the band and they insisted that the location of the lagoon was ill conceived, and allowed raw sewage to escape, contaminating their drinking water. From time to time, the operation of the lagoon was vandalized by someone to reinforce this view. Subsequently, other solutions were proposed for resolving the sewage problem and, finally, one was selected requiring lift stations to a lagoon located at a higher level which will allow the effluent to drain into muskeg rather than the lake. This solution is much more costly than the other alternatives but presumably will resolve the problem to the band's satisfaction. Service will be limited to the core area.

The school, teacherage and nursing clinic are now serviced by a pressurized water system supplying untreated water from a community well. There is one centrally located public tap, but many residents obtain their drinking water by bucket from the lake as being more convenient to their homes. They rejected the plan to install a water intake out in the lake until the sewer system is working.

There is no organized garbage collection and most is disposed at will within the community. The garbage dump, located a mile away, is used infrequently due to lack of transportation.

There were previously no recreational facilities on the reserve. A contribution of \$89,000 was included in the Northlands 1980/81 budget, as a contribution to the total cost of \$364,000 for recreational/band office building. This will be serviced with sewer and water facilities.

Interview Summary

Meetings were held with the Chief and Council with the band manager acting as interpreter. Despite the delays and disputes, the council appears to be satisfied with the work and its relationship with Indian Affairs, assuming the proposed sewer installations now proceed. They are content with the decision making process and are satisfied that the planning, engineering work and funding as being administered by Indian Affairs, and that band members are used in the labor force. They are satisfied with the present setup and they do not see 'the government giving them a mandate to administer millions of dollars in their band office'. They would like more information and would like a 'list of what is to be done and what is committed, rather than the government saying there is no money'.

There appears to be a lack of effective communication as to the scope of intended projects. They were anxious to have water and sewer connection to the community centre and the band office, but didn't know if this was the intention or not. Subsequent discussions in Regina indicated that they would have such service. At the council meeting there seemed to be confusion again as to where the sewer project stood. They indicate that they have been told that the engineers have the problem and 'all they know is that they don't want any fancy equipment put in the present lagoon but to abolish it altogether, and relocate it'. They said they had no information as to when construction would actually take place.

Other major problems, that they touched on at the meeting, was the poor shape of the roads in the community and that they have no money for garbage collection. They stated that with very little dollars they could make a general community clean up. They don't own the equipment and would have to hire a contractor to do the job.

They would like to see an addition to the water supplied to the core community, allowing three locations with standpipes, so that people didn't take their water from the lake by bucket. They said this would service the majority of their people.

Operation and Maintenance

They are planning to provide operation and maintenance for the community building, out of their recreational dollars, on a day-to-day basis. They would like to receive enough money, so that somebody could be hired and trained to do all of the cleanup and maintenance for all of their buildings, including the water and sewage facility, school, furnaces in the band offices, etc. They indicate that when the person employed by Indian Affairs goes south there is no standby person to take over. They believe given the funding and the training, they could do the job for the community. Other priorities that they mentioned were a laundromat and showers for the community.

Evaluation

There seems little doubt that the sewer installation has been mishandled. The original location of the lagoon was questionable and, in this case, too much responsibility was given to the band allowing construction by a contractor with no experience.

The steps to rectify the problem from the engineering point of view were allowed to drag out unreasonably. Relations with the band suffered as a consequence and the band has every reason to be critical. This has resulted in now having to proceed with the most expensive alternative, further exaggerated by inflation.

SAMPLE BAND ALLOCATION REVISIONS

Band: Black Lake Planning - S & W

Project No.: 30250

Project Type: Planning - S & W

Original Request: \$386,000

Source of Request: Band & Dept.

Original Estimate: 386,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$386,000

Funding Source: DREE, W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

- Planning study completed f.y 1980/81
 - preliminary engineering work completed March 31, 1981.
 - scope now firmly established
 - now consists of agravity sewage collection system with lift station, forcemain - lagoon
 - system will only serve Education, Community facilities such as new Band Hall initially, as current housing is below standards required for full services.
 - system being designed for future capability to serve full community servicing.
 - total estimated cost now at \$640,000.
 - short fall required to supplement static funds identified in Western Northlands.
- Additional expenditures necessary to locate lagoon at top of hill to drain into muskeg rather than the lake with lift station and overdesign for future requirements.

Study- Design- Construction

1978/79 - 15,700 Planning

1979/80 -\$50,900 \$21,000 emergency repairs to tilefield

30,000 planning

1980/81 -\$54,000 inc. \$25,000, Geo Tech \$17,000, W & S pre-design tile field \$12,000

1982/83 -\$245,000 construction

\$265,400 construction

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: Black Lake Multi-purpose Building

Project No.: 37002

Project Type: Community Centre/Band Office

Original Request: \$89,000

Source of Request: Band

Original Estimate: 89,000

Source of Estimate: DNS, Dept. & Band

Approved Expenditure:\$89,000

Funding Source: W/N DNS construction 20

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

1980/81

Cost shared 60%-40% DREE & DIAND for 89,000 Budget

206,000 from DNS Grant.

Completed for budget amount waiting water and
sewer hookup.

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

LAC LA RONGE / STANLEY MISSIONReserve Description

The La Ronge Band consists of a number of reserves some 150 km or more apart, accessible mostly by air. The La Ronge Reserve is on Highway 102, the Stanley Mission reserve is connected by an access road.

Project Overview

The work done or projected under the Northlands Agreement was originally covered under a lump sum appropriation of \$1,616,000. It was subsequently determined that all but \$715,500 was to be cost-shared with DNS and the DINA Educational Program. This left some \$901,000 available from Northlands funds to the La Ronge Reserves which was used for diverse projects as indicated by the detail sheets that follow.

The actual installations at La Ronge concerned water and sewer projects for what is termed the Far Reserve, which is a few miles from the La Ronge band office. These projects also served the AirRonge, a non-status Indian and white, community. Under the joint funding arrangement with the Department of Northern Saskatchewan, DNS assumed the responsibility for installing the water system and the Indian reserve, through DINA, for installing the sewer project.

The water system handled by DNS was completed on schedule but the sewer program undertaken by DPW is a year behind schedule and is still not completed. At the first testing, substantial leakage was found at the concrete holding tanks. This was repaired and on a subsequent trial the controls 'blew' and are having to be replaced. The next testing is anticipated some time in June. Under the arrangement with the Department of Public Works, the additional costs will presumably take the project over the approved expenditure of \$715,500. The sewer project had no particular impact on the band members as there is no immediate plan for hookups to band houses. The charge for individual hookups on the off reserve portion is from \$2-3,000.

At Stanley Mission, the power line project has been completed and is intended to benefit the reserve with cheaper and more adequate power. The water and sewage installation is completed and serves the school, teacherage, and the medical clinic. The band office receives its water by delivery. There will be two additional stand-pipes on the reserve that are supposed to be connected next month.

The other projects for warehouses, band offices, band office furnishings, etc. were all handled by the band on budget, and are considered satisfactorily completed.

Interview Summary

A meeting was held with the chief and the council members from all of the reserves, and separate meetings with the Financial Advisor and band members.

The council members were generally satisfied with the handling of the Saskatchewan Northlands projects, starting with the community development plan for La Ronge, which seems to have been particularly well done. The respondents from Stanley Mission were appreciative of the Northlands program as they felt that there would be no running water except for this project. The benefits to La Ronge appear less definite as there are no immediate plans for hookup to the houses and no determination as to who will qualify.

The main objections were the lack of funds and of any indication as to when the continuing implementation of the community plan at La Ronge and Stanley Mission would take place.

There was a great deal of criticism from the councillors with regard to financial control by Indian Affairs under Vote 10. This applied particularly to the method of payment for labour expended by the band members, who are not being paid from three weeks to a month. Also in the case of material, there was frequently a two month delay due to processing in Regina and, they understand, also Winnipeg. They see no reason why this can not be handled with direct funding to the band, as they have already proven their capabilities. They would like to see all work contributed by the band members paid for from money that is advanced, so that the members can get their paychecks each week. They feel they can handle all projects, except possibly water and sewer, which they could do after they get more experience.

They do not feel that DPW is an effective contractor; 'they are slow, they order the wrong material and are a year behind'.

For the future, they are anxious to be involved in the selection and management of professional services for each project. A steering committee would be set up, to include a person from each reserve affected.

They will probably institute a user fee, which has not been determined, for every one utilizing the services once they are hooked up.

After the water and sewer projects, they consider roads their next priority and also community plans for those reserves that have none. They consider there is

still a long way to go in meeting the program's objectives and that money is the problem. The original objectives will be changed because of the development of a new reserve, at Morin Lake. This has no community plan. A budget was required to construct roads so this has prevented Little Red River getting the service that they had anticipated.

They consider they have a good relationship with the regional office of DINA, but that Ottawa always seems to be the holdup. After a project is budgeted the time is much too long before they can go ahead. They consider 'Treasury Board or Ottawa a big headache'.

They think the integrated program with Northern Saskatchewan for the new power line for Stanley Mission has worked well. It not only provided day labor, prompt payment, and some of the members have been receiving training which will allow them to work on other power line projects..

The council's main emphasis was to proceed with handling projects under Vote 15, the development of water/sewer, facilities and a community hall at other reserves like Little Red Lake combined with roads and economic development. This should include a smoke plant at La Ronge, and a building to handle a coffee shop, motor shop and laundromat, and tourist facilities at Stanley Mission. They indicate that the commercial fishing needs assistance. Many people cannot afford to outfit themselves for trapping. It now costs a couple \$600 to fly in with their supplies plus \$200 to fly out.

They need a community plan for the other reserves, housing, a drop-in centre, arena, a community hall and other economic developments, such as a wild rice processing plant. There is general agreement, however, that water and sewer must be the first priority.

They feel the band is perfectly capable and has proven its ability to handle projects under Vote 15. There is criticism of DINA's financial planning. It is pointed out that after months of requests, they are finally advised about two weeks before the end of the fiscal year that they have \$100,000 to spend in three weeks or they will lose the funds for this year.* This money was used for finishing the Band administration office at La Ronge, a rink, etc.

At the present time the band administers a \$5 million budget for four schools, hires

*NOTE - this was from funds available because of DPW not completing another project, as scheduled, before the new fiscal year.

70 teachers and runs its program without Indian Affairs and at the same time are 'not allowed to control a \$40,000 project'. The respondent felt these can easily be handled by themselves as long as they can get advice from Indian Affairs as they proceed. In some instances they may not choose to handle a project like water and sewer, as they may wish to use their resources in other directions. They have a variety of skilled people ranging from commercial pilots to journeymen welders down to a competent labor pool.

One respondent said that the next step for the water and sewer system has not been thoroughly thought out. He feels that in a Northern community like this, where many of the people may be away on trap lines, that individual hookup to buildings that have very little space and very limited facilities is irrational. They would be better off with strategically placed central systems with showers, etc., and the money used for other priorities.

He did not feel that the members are sufficiently informed. They are simply advised that they are going to get water and sewer and they all feel this is just around the corner, as far as individual hookups are concerned. 'Nobody took the time' to explain exactly what they were voting for and what the sequence of service would be. He felt that there could be much more information provided on other sources of funding that might be available as well.

The final conclusion however, was that the 'Northlands projects are absolutely essential and that if they were stopped, development of the north would stop'.

Operation and Maintenance

The band requested funds to train three people during the construction of the projects, but DINA would not provide the funding for this. Some training, however, has been done with participants attending a free workshop. The major concern is with regard to the sewer plant serving the Far Reserve and AirRonge. The water system will be maintained by DNS.

They feel that with adequate training, the maintenance people would be able to look after a lot of the problems for which they now have to have somebody flown in from Saskatoon to 'find out what is wrong'.

Evaluation

The La Ronge Reserves are well run and possess the organizational staff to handle projects competently. It would seem that all of their projects should be handled under Vote 15, if this is what they want. They can make the judgment as to any they would rather see handled by DINA.

The project at La Ronge seems to be another example of Department of Public Works inefficiency, particularly in comparison with the work done by DNS for the water supply. Apart from the delay, changes were made and fixtures moved without authorization or reference to the Department of Environment.

There is considerable anxiety over funding for a variety of economic development projects. It is important that an exact determination be made at the different reserves as to how far they would want the water and sewer projects taken before starting to spend money for economic development or other projects.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge W & S

Project No.: 30270

Project Type: Water and sewer

Original Request: \$1,696,000

Source of Request: DPW, Band

Original Estimate: 1,616,000

Source of Estimate: DPW & Band

Approved Expenditure: \$715,500

Funding Source: W/N, DNS, Education

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

Dec.79 Original budget incorrectly identified to W/N. Project cost shared by DNS and Education Program of DIAND. Adjustments made to identify funds from other two sources and reallocate funds.

W/S construction by DPW finished f.y 1980/81 on budget at \$715,500, but testing indicates modifications and repairs with unknown overrun.

Remaining budget allocation identified to other La Ronge Band

Projects attached	#36576	-	360,000
	36946	-	127,000
	36949	-	72,000
	30245	-	122,000
	37175	-	40,000
	36948	-	35,000
	36947	-	20,000
	37176	-	100,000
	37177	-	<u>25,000</u>

TOTAL - 901,000

Water and Sewer Breakdown

1978/79 - \$40,000 Design
 1979/80 - 600,000 Construction
 1980/81 - 75,000 Construction

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge/Stanley Mission Renovations

Project No.: 37177

Project Type: Renovations to church and Band office

Original Request: \$25,000

Source of Request: Band

Original Estimate: \$25,000

Source of Estimate: Band

Approved Expenditure: \$25,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1981/82 - \$25,000

Project to be administered by Band

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge - Grandmother's Bay Power

Project No.: 37176

Project Type: Power Line extension

Original Request: \$100,000

Source of Request: Band

Original Estimate: \$100,000

Source of Estimate: NSEL

Approved Expenditure: \$100,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1981/82 - \$100,000

Study - Design-Construction

Study-Design-Construction being completed by NSEL

Right-of-way by Sec.35 of the Indian Act.

Survey Instruction to be requested by NSEL.

Contract estimate

1981/82 - \$100,000

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge/Stanley Mission Warehouse

Project No.: 36947

Project Type: Warehouse Construction

Original Request: \$20,000

Source of Request: Band

Original Estimate: \$20,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$20,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1980/81 - \$20,000 Project completed to budget
Project administered by Band

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge Warehouse

Project No.: 36948

Project Type: Warehouse construction

Original Request: \$20,000

Source of Request: Band

Original Estimate: \$20,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$35,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1980/81 - project completed on revised budget
project administered by Band

Increase for improved facility

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge rink

Project No.: 37175

Project Type: Rink construction

Original Request: \$40,000

Source of Request: Band

Original Estimate: \$40,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$40,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1980/81 - \$40,000 project completed on budget
Project administered by Band

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge/Stanley Mission W & S

Project No.: 30245 Stanley Mission W & S

Project Type: W & S

Original Request: \$482,000

Source of Request: Band Ident.

Original Estimate: \$482,000

Source of Estimate:

Approved Expenditure: \$122,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation

April 1/80 \$360,000

Band share to reallocate funds to other projects. e.g. Band Office-Road-Warehouses.

Total funds identified and spent on this project totalled 122.0 (122.0 + 360 = \$428.0)

Project expenditure for construction to oversize w & s facilities to handle future extension of W & S system.

Total expenditure \$122,000- f.y 1978/79 under Northlands

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge Hall Lake Sikacho Road

Project No.: 36949

Project Type: Road Construction

Original Request: \$72,000

Source of Request: Band

Original Estimate: \$72,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$72,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1980/81 - Project completed 72,000
Project administered by Band

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge Band Office

Project No.: 36946

Project Type: Renovation & Extension Band office, band office furniture.

Original Request: \$127,000

Source of Request: Band & Dept.

Original Estimate: \$127,000

Source of Estimate: Band & Dept.

Approved Expenditure: \$127,000

Funding Source: DREE & W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

See Project #30270

1980/81 - Project completed 127,000 on budget.
Project administered by Band

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

SAMPLE BAND ALLOCATION REVISIONS

Band: La Ronge/Stanley Mission Power

Project No.: #36576 Power line extension

Project Type:

Original Request: \$360,000

Source of Request: Dept., NSEL, Band

Original Estimate: \$360,000

Source of Estimate: NSEL, Dept.

Approved Expenditure: \$360,000

Funding Source: DREE W/N

Adjustments Made:

Date: \$ Revision (+ or -)

Explanation:

n/a

See Project #30270

1980/81 - Project completed to budget

T.B. approval by DIAND

Project completed by NSEL

Study - Design & construction by NSEL

Whenever any revision in the scope or amount of work to be done under the contract was made in order to adjust for inflation or overexpenditure, please describe under the Explanation.

7. CONCLUSIONS AND RECOMMENDATIONS

7. CONCLUSIONS AND RECOMMENDATIONS

Objectives

The objectives of the Agreements are essentially being met 'considering the financial constraints'. There is a general consensus that, given the relatively low funding available, this money is by and large being spent for the highest priority projects. As a rule DINA has not had to spend its general funds for infrastructure projects in the north, this has freed up funding that can be used for schools, for example.

When these 5 year programs are completed, they will have gone a long way to eliminate the gap between northern and southern reserves. The discrepancy that did exist in infrastructure standards is now largely being eased. To quote from a concept paper prepared by the Canada/Alberta Joint Committee in February 1981:

'Infant mortality in the north has declined drastically from 25.3 per thousand live births in 1971 to 14.5 in 1979. This compares with a figure of 12.0 for the province in 1979'.

'The water and sewer projects to be completed under the Agreements should continue this trend'.

Within the larger context of the objectives of the General Development Agreements, however, these projects are a very small beginning.

To generalize, it can be said that the reserves have accepted the proposition that initial monies available under Northlands Agreements should be spent on water and sewer. This acceptance has frequently been a tacit one, but with no precise definition as to how far the installation was to go and when it was to be extended. When the ordinary band members hear the reserve is going to have water and sewer, they believe they will directly benefit in their own homes. In most cases, the immediate intention is to supply only the core area, which may include the school, teacherage and possibly the band office or community centre.

The fire control program funded under the Agreements is a general program not apportioned to any particular reserve. It provides fire engines, extinguishers, and a fire control training program, and appears to have been well received and effective.

Planning

To varying degrees, the Agreements have introduced the bands to a formal, comprehensive planning process, to the utilization of consultants, and to experience in preparing contract and budget documents. Through indepth discussions within their community, they have developed capital plans and determined their own priorities. In many cases, however, these priorities are not sufficiently detailed to afford the community a realistic understanding of what, precisely, is involved or when it will be done. Some of the community planning work performed by consultants was criticized as an outsider's concept with little input or understanding by band members. It did not reflect the bands' needs, concerns, or problems and was not understood by them. Other bands were satisfied they had full participation and input but recognized that they still lacked a commitment for implementation.

It is an inescapable conclusion that much of the community planning has misled band members. This is not a reflection on the planning process itself, but rather on the lack of clarity as to its implementation. When a community plan is adopted, it is not unreasonable for the band member to anticipate some sort of commitment for its implementation. The implementation of most plans requires a multiphased process. This should be very clearly spelled out in writing as to the probable timing and scope of each phase clearly defined. Unquestionably, many of the plans for water and sewer installations have left the impression that projects will proceed in the immediate future. In actual fact, there may be no funding in sight to do more than supply a school, teacherage and possibly a band office. Much of the engineering work is too extensive. Water and sewer plans have been completed that will take decades to implement. These installations may be overdesigned in order to accommodate extensions to the system in the future. The bands have played little part in these decisions and, if provided with the facts, may have preferred the money diverted from future expansion to other more immediate priorities. In most cases, however, the actual design, the implementation and the obtaining of approval have not been in their hands. More use of the Vote 15 process would ensure a closer understanding of the commitment on everybody's part, and a more exact appreciation by the band member as to the benefits forthcoming, and when.

It is essential that comprehensive community planning and prioritizing be controlled by the bands and that the government funding agencies respect these decisions.

The arbitrary geographic line for DREE/DINA Agreements now has little basis in fact. There are reserves south of the dividing line that have equal or greater requirements, not only from an infrastructure point of view, but in terms of manpower training,

economic development, etc. If the resources available are looked at on a per capita basis, it is evident that there are many southern reserves with a population concentration and limited land availability that confront real economic problems.

The prevailing view in the reserves is that it is now essential that attention and money be devoted to economic improvements, while at the same time completing the projects essential to health. It is important that parameters be set for future planning so that the projects selected as top priorities can be expected to be funded in the 5 or 10 year span. It is essential that the band be given a clear concept as to limitations as well as the prospects, so that their decisions can be properly considered. They should be allowed to set their own limitations on the scope of projects in order to allow the introduction of others.

Recommendation (Long Term) - It is suggested that a broad study be implemented to help in developing criteria for future projects. This should determine the basic minimum infrastructure requirements for each reserve, both north and south, before diverting funding to economic development projects. Once those are in place, they generate income on the reserve and eventually develop internal capital to fund further infrastructure extensions or improvements.

Recommendation (Short Term) - Criteria should be developed to apply to all reserves without geographical considerations. These criteria should embrace the range of objectives set out under the General Agreement and Subsidiary Agreements, and the eligibility requirements and means of implementation should embrace all of the programs with which DREE is concerned, including agricultural programs which are still very basic in Alberta and Saskatchewan.

Recommendation (Short Term) - Planning with the bands should commence this year to determine their priorities for a new 5 year agreement. It is suggested that this process involve specific projects for the first five years and a more tentative list of projects or additional phases to previous projects for a second five year period. This will be required whether or not future infrastructure programs are cost shared with DREE.

Surveys should be completed, as are now being undertaken in southern Saskatchewan, to obtain the necessary baseline data. With this information, the funding determinations and commitments could be made that will permit practical planning and design of programs for another 5 year period.

Design

It seems to be generally concluded that provision for individual service, in the engineering plans, has not been financially rationalized. In many cases this may amount to an expenditure of \$2-3,000 per unit either from the individual recipient, the band or the Government.

Where housing is inadequate for inside plumbing, or where band members may be away on trap lines for extended periods, consideration should be given to installing public hydrants located 300 ft. apart and to installing public showers. In many cases, we found it would be desirable to extend the water systems to allow standpipes sufficient to satisfy the band members' immediate health concern. Once this was achieved, many bands would wish to divert money to economic development. Payrolls resulting from this development could then provide funding for individual hookups.

In determining the criteria for minimum facilities, it might be well to consider a unit cost limitation per residence for water and sewer, as well as gas and power. This will help determine those residences that are in a location that can be served at a reasonable cost and therefore could be included in the initial feasibility study.

Recommendation (Long Term) - In designing future projects the design should be limited to the degree of service that the band feels essential. Criteria should be modified to develop engineering designs flexible enough to enable future expansion or upgrading without incurring high front end costs. Surplus capacity for possible future needs should only be provided where such needs and the necessary funds are clearly identifiable.

Allocation

In addition to the universal cry for more funding, there was confusion as to how the agreements came about, how they operated, how projects were chosen and the authorization procedure. In some cases this may have been the result of changes in officials at the band level and at DINA. There is an obvious need to clarify in writing the extent of financial support for each project. Similarly, it must be made clear when funding will be required from other sources, and the limitations on the project's scope. While the community planning process projects a decade into the future, little attempt has been made to forecast the financing or implementation implications, either in amount or timing. The band members have therefore been left with expectations that are misleading and no plans for their fulfillment.

There appears to be no particular advantage in having the Indian political arm, that is, the Indian Association of Alberta and Saskatchewan Federation of Indians, represented on the steering committees. Indian suggestions in this respect propose that nominees from the relevant council of chiefs would be more appropriate and have a more direct interest.

In allocation and implementation the bands felt that Indian Affairs would make fairer and more equitable decisions than tribal councils. This is particularly felt to be the case where the bands are distributed over a wide territory and where the district councils incorporate a number of different tribes. Basically Indian organizations do not want to be put in the position of arbitrating their members' interests. Despite this view it was felt in general that if block funds were distributed on a district basis, the tribal council could be convinced to develop formulas for distribution of the funds within their area. Once this was done, implementation would be handled by the bands.

Indian participation in the Alberta Steering Committees has not been as effective as it could be. The attendance of Indian participants has been sporadic with frequent replacements. The general pattern seems to have been an effective participation at the beginning of the deliberations, but once the initial decisions have been made, the matters of more routine nature are to be handled, attendance has become infrequent. There are, however, striking exceptions to this pattern, with participants attending regularly and making real contributions on a continuing basis.

Recommendation (Short Term) - If the scope and responsibilities of the steering committee is enlarged to include all capital projects, it may be a means of sustaining interest. Thought should be given to having a majority of Indian members or their substitute on the steering committee constitute a quorum, with an Indian chairperson. Government non-voting expertise would be called for when required. To assure adequate continuity and coordination with the government, the recording secretary should be a government employee. It is important that replacements be named ahead of time to fill in for the unavoidable absence of any member. If this approach is successful it should be extended to Saskatchewan.

Delivery

Most of the respondents and the information we obtained favor a swing from Vote 10 to Vote 15. This will clear up many complaints, place the responsibility at the band level, and eliminate many of the contentious issues involving infrastructure projects.

Performance of bands under Vote 15 can still be effectively monitored through agreements and DINA approvals. Funding can be pre-released on a progress basis to satisfy both DREE's and DINA's concern that money has been spent for planned and approved purposes. Such provisions need not interfere with the band fully exercising its responsibility and its direct dealing with consultants, planners, engineers and contractors. It is felt of vital importance that this changeover be started immediately. The remaining time left under the present agreement can be used as a trial period for new procedures that, if successful can be incorporated in future arrangements whether they be joint funding agreements with DREE or direct DINA funding. It is, however, essential that adequate lead time be afforded the bands, so they are not pressed into making precipitous decisions, but that they can fully evaluate each and every step of the process and reach their own consensus before having to proceed. In turning over the planning, design and implementation of construction to a suitable, responsible Indian body, it is essential for that body to have the organizational structure to handle all phases of continuing development. They must have, or hire, the necessary expertise or develop an organization capable of evaluating and hiring such services.

The Vote 15 procedure will still require careful cash flow management and adjustment of figures among projects, depending on individual progress. As long as the total monies are determined and the allocations spelled out, it is not felt that decision-making by the bands will be any more demanding on cash flow. As most bands will wish to make a thorough evaluation and obtain their members' consent, the cash flow requirements may even be less onerous than under the present system.

Again, block funding eliminates a lot of causes of complaint in DINA's handling of payrolls. There were complaints of individual workmen not getting their cheques for periods of up to six weeks, because of a small error in a whole payroll list preventing anybody from being paid. Under block funding, the individuals can be paid at the band office every Friday after work, eliminating a great deal of confusion and ill will.

A delivery of many programs has been delayed up to a year or more by the approval system required by DINA OTTAWA. This has resulted in endless communication and revisions of background data. There is a universal complaint as to procedures, as

well as a lack of a clear indication as to what is required from both the region and district. We are unable to pinpoint a single case where a program was disallowed or changed significantly as a result of the extensive Departmental review. We conclude this process can be drastically simplified and only used on major projects.

In handing over the responsibility it is important that DINA be flexible. Rather than taking a sink or swim approach, Indian Affairs should provide whatever assistance during the transitional period, that the band feels it needs. We are confident that the overall effect would be more satisfactory than the present arrangement. Even if there were some initial decline in efficiency, it would be a worthwhile investment in encouraging the bands to take responsibility for their own affairs, and in providing valuable experience for the handling of a possible new 5 year agreement.

Even in those situations where there is not a clear audit background or history of the band working under Vote 15, a contract can be negotiated spelling out the specific control provisions. This will include the requirements for a written contract, the hiring of a project director subject to DINA's approval, and funding on a phased basis contingent on adequate progress and accounting.

Recommendation (Long Term)- A small task force of individuals not involved in the approvals routine should be established to streamline the delivery process by eliminating or sharply cutting down the delays that are now occurring, and to eliminate wasted effort.

Recommendation (Short Term)- All remaining program funds should be released under Vote 15, if this is the Band's decision.

The use of Vote 15 eliminates any obligation of the band to use the Department of Public Works for their construction projects. They should have the option of either working with the Department of Public Works or selecting a private consultant of their choosing.

Recommendation (Short Term)- The Department of Public Works should have to submit competitive bids under the same conditions and with the same performance guarantees required of private contractors.

Recommendation (Short Term) - As the dollar figures of projects requiring the Assistant Deputy Minister's approval were set some years ago and due to inflation are no longer suitable, the cost of projects requiring ADM approval should be raised from the present \$250,000 under Vote 10 and \$500,000 under Vote 15, to a uniform \$1,000,000.

Operation and Maintenance

The responsibilities for operation and maintenance need to be faced in a much more direct and positive fashion. Under the agreement DINA is specifically charged with this responsibility. This does not necessarily infer that it must be direct DINA funding. It is important that the hard decisions be made at the outset for each project as to how operations and maintenance are to be handled. This will take into account the resources that the band has, the application of users' fees, or other sources of income. There was a general acceptance of the premise of a user fee for all able to pay.

It is important to assess whether or not the proposed funding sources are in fact realistic. In many cases, the reserves do have the resources for operation and maintenance of the facilities. In determining their financial capability, both royalties and income of the whole community should be considered, particularly where substantial wages may be earned due to employment with major resource industries.

For smaller projects, not requiring Ottawa's approval, the general practice is to obtain band commitment for operation and maintenance. In some instances, however, the band has no income and in these cases DINA pays for it out of general funds.

In other cases, an Indian community may have been provided with a facility for which there are few or no financial resources on which to draw. In these cases it seems clearly a DINA responsibility from the outset and specific funding ought to be appropriated by Ottawa on an annual basis.

Time and time again, the comment was received that on-the-job training should have been provided while the project was being built, but that requests had been turned down by Indian Affairs, claiming lack of funds.

In discussion with CEIC, it was indicated that, in general, they are prepared to support such training programs for operation and maintenance as long as the position is a permanent one, that is, not just for start up purposes. This could include the costs of arranging for part of the training to take place in a nearby municipality that might have similar equipment.

In future arrangements, both long and short term there seems to be a strong argument for more involvement with CEIC. Their feeling is that GDA management should take in all actors, but pointed out they had never been invited to any of the steering committee's meetings. They would like to see future agreements include procedures

for their input into training provisions for both infrastructure projects and economic development. The same argument might be made for Canada Mortgage and Housing Corporation if housing development were covered under the agreements.

Recommendation (Long Term) - Specific agreement provisions should be developed for handling maintenance, operation and training obligations. DINA, DREE and CEIC should share the costs and responsibilities for these needs. It would appear that DREE will allow start-up training to be included as a cost and that CEIC will provide for continuing training directed toward permanent employment. DINA should complete the funding arrangement by providing whatever costs are applicable on an annual basis for operation and maintenance, after realistically appraising the extent of each band's contribution.

Recommendation (Short Term) - An immediate program should be developed, with CEIC, for the training and employment on a continuing basis of one or more band members to provide all routine maintenance and trouble shooting services on the reserve. In addition to water and sewer expertise, the individual could be trained to service heating equipment and perform routine plumbing and electrical maintenance. Such a service would have particular application for the more remote reserves where large sums of money are now spent to fly in repairmen for routine services.

Accounting and Reporting

Periodic program accounting and annual reports should include a statement and explanation of any internal adjustments that have been made. While funds may appear to be expended as planned, they may in actual fact have been adjusted in line with changes in project scope. Transfer of funds to projects that are active from those that are being held up is often required. The reasons for each change should be stated including explanations of cost increases or adjustments in scope to counteract inflation.

Alberta's reporting, under the Alberta North Agreement, needs immediate attention. A clear picture of the current status of expenditures and of those committed for the future, showing the planned expenditure of the \$10,000,000 joint funding for the 5 year period by project is required. The annual report submitted by DINA for the year 1978/80 apparently includes planned rather than actual expenditures.

The Saskatchewan reports present a clear picture of both expenditures and projections, revised each month and therefore also serve as the annual report, required under the terms of the agreement. Administration, engineering and architectural costs are shared by DREE as incurred.

The reluctance of DREE to participate in front-end funding presents cash flow difficulties. A solution to DINA's internal problem of having to provide the front-end funds should be found. This could involve an additional record keeping expense for a special suspense account. In some cases, certain monies are recovered from DREE in a subsequent year, are placed into the general revenue account, and are consequently lost to the program.

Administration, architectural and engineering costs are allowable under the Saskatchewan Agreement, but excluded in the Alberta Agreement.

Recommendation (Long Term)- We propose that an agreement be negotiated between DREE and DINA, such that all front-end expenditures are shared according to the basic formula. All other approved expenditures should also be shared on a concurrent basis.

Recommendation (Long Term) - Future agreements involving DREE and DINA allow payment of administration, architectural and engineering costs directly related to a project as eligible cost-shared expenses, as in Saskatchewan now. If this is done, the implementation fee, now set at 10% in Alberta and 5% in Saskatchewan, should be eliminated.

Recommendation (Short Term) - A revised record keeping and reporting system for the Alberta North Agreement projects should be implemented immediately. In addition, a uniform basis for periodic reporting and the mandatory annual review should be established for both provinces. This format should list all projects approved and projected for the life of the Agreement, as revised monthly. Adjustments in scope of a project as well as reapportionment of funds should be recorded with explanation. This format should have the approval of both DINA and DREE.

APPENDIX 1

Terms of Reference

Mid-Term Evaluation of the Indian Reserve Components of the
Canada/Alberta/Saskatchewan North Subsidiary Agreements

A. Objective of the Evaluation

The two above named Agreements, copies of which are enclosed, are in their third year of a Five Year Agreement. An effectiveness evaluation of the Agreements is required from the following perspectives.

1. The value of the programs undertaken from the viewpoint of the Indian Bands living on reserves. It should focus on determining the effectiveness of the effort with respect to the program objectives as well as determining the continued desirability of these objectives.
2. The resource allocation process. Within the constraints of the Agreements, is the consultation and decision making process providing a fair allocation of the resources from the perspective of the Indian communities? Are there adequate linkages in the resource allocation process between this program and other community development programs available to the Indian people?
3. The delivery mechanism process. The intent is to describe the mechanisms in place and identify problem areas. Should significant problems emerge these would be the subject for a subsequent phase of the evaluation.
4. The maintenance aspects. This will focus on the concern with maintenance during design, the provision of resources for maintenance purposes, and the adequacy with which completed projects (as applicable) are maintained.

Comparisons and contrasts will be shown with respect to each of the above for the two regions and significant advantages and disadvantages of approaches will be highlighted.

Recommendations will be made with respect to efficiency and effectiveness improvements that can be achieved within the existing Agreements as well as to possible objectives and approaches in future Northlands Agreements.

B. Information Sources

A summary description of activity to date, e.g. number and type of projects in each program by Band is attached for information

purposes. Information respecting the Band members' views must be solicited directly in an objective but sensitive manner. A representative sample in each region will be selected in order that generalized conclusions can be made for each of the perspectives of the study described above. The recommended size of the sample must be described in the proposal.

C. Methodology

A brief outline of the methodology that would be used for the evaluation should be provided in the proposal. Any previous work done by the firm directly with Indian organizations or communities should be noted. (To the extent that translation services are required at the Band level this will be considered to be an extra to the contract. Should the firm have such a capacity it should be identified).

D. Evaluation Components

More specifically the evaluation will cover and describe as a minimum the following components. Significant differences between the two regions will be highlighted and advantages and disadvantages of each provided.

1. Program Objectives

These will be described according to the Agreement as well as any subsequent changes that may have been made. The extent to which Departmental (DIAND) policies and procedures may have affected the delivery of the Agreement after it was signed will be noted.

2. Projects

For the two regions these will be shown by number, expenditures by program type and by Band on an annual basis since the commencement of the Agreements. Within the selected sample projects that exceeded estimated costs by 10% (excluding inflation escalators) will be noted and an explanation of the variance provided.

3. Resource Allocation and Delivery Mechanism Processes

The processes by which projects are identified, analyzed, criteria applied, approved, project managed and evaluated will be described for each region.

As a minimum it should include the consultation process, organization structures, decision making bodies, delivery mechanisms and controls at each of the Band, District Chiefs

Planning Committees, District, Region and DREE organizational entities. Advantages and disadvantages of the differences in the process will be described.

This section should include comments on the projects and the total amounts requested versus the projects and amounts approved given the constraints of the Agreement. Is there a need, for example, of a needs analysis prior to the expiry of the current Agreement and the renegotiation of a new one.

4. Program Effectiveness

An analysis of the above material, as well as through information obtained directly from the Indian people, should lead to specific conclusions on the effectiveness of the program in meeting Band Objectives, Program Objectives and Project Objectives.

This section should include detailed consideration of the concurrence between program objectives and current Band objectives and present a discussion on the resolution of the differences. Are there other related programs which may be impacting on this Agreement which perhaps could be more closely interrelated in this overall process.

5. Post-Project

The extent of inspection and evaluation of projects following completion will be considered. The extent to which maintenance has been facilitated in the design process, maintenance funding provided, person-year resources devoted to maintenance, method and adequacy of training as well as the current actual state of projects will be described.

E. Recommendations

Based on the analysis and conclusions, recommendations will be made with respect to:

1. Short term improvements and changes in direction that could be made within the existing Agreement; and
2. Longer term improvements that should be considered when the Agreement is being renegotiated.

The findings of the report will need to be presented at meetings to be structured in each of the two regions.

Steering Committee

Approval of the terms of reference, selection of the evaluator, and general direction to the project and review of the draft report will be made by a Steering Committee consisting of the following membership:

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3rd Vice President
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8. Bill Clevette
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10. Fred Martell,
Waterhen Band,
Saskatchewan.
11. Roy Bird,
Montreal Lake Band,
Saskatchewan



Indian and Northern Affairs
Affaires Indiennes et du Nord

Alberta Region
Engineering & Architecture
Edmonton, Alberta

PROCEDURES

TOPIC ALBERTA NORTH AGREEMENT
1979/1980 ANNUAL REPORT

NOTE: These figures supplied with the terms of reference as the 1979/80 Annual Report appear to be budget estimates and not actual expenditures as indicated by DREE.

Compiled by Sidney Lam
November 4, 1980

Alberta North Agreement

Annual Report

November 4, 1980

Program Name: Indian Reserves - Community Services and Facilities.
No. 3.0

Project Name: Indian Community Water Supply.
No. 251 301

Projects undertaken during the period of April 1, 1969 to March 31, 1980.

Community Names

Dene Tha,	South Tallcree,
Boyer River,	Driftpile,
Wabasca,	Heart Lake,
Beaver Lake,	Frog Lake,
Saddle Lake,	Fort McKay,
Anzac,	Swan River,
Kehewin,	

1. Objectives

1. Dene Tha: Provision of a safe potable water supply system.
2. South Tallcree: Same as 1.
3. Boyer River: Same as 1.
4. Boyer River: Provision of a garage for water truck.
5. Driftpile: Same as 1.
6. Wabasca: Same as 1.
7. Heart Lake: Provision of a safe potable water system for individual houses.
8. Beaver Lake: Provision of a water truck and garage.
9. Frog Lake: Provision of a water filling station.
10. Saddle Lake: Same as 1.
11. Ft. McKay: Same as 8.
12. Anzac: Same as 7.
13. Swan River: Same as 8.
14. Kehewin: Same as 1.

2. Activities

1. Dene Tha: Design by Nesco Consulting Ltd. was completed.
2. South Tallcree: Construction of a water treatment plant was 75% completed.
3. Boyer River: Construction of a garage was 50% completed.
4. Boyer River: Pre-design study by A.D. Williams Engineering was completed.
5. Driftpile: Design by Delcan Engineering was 90% completed.
6. Wabasca: Design by A.D. Williams was completed.
7. Beaver Lake: Truck purchasing and garage construction was completed.
8. Frog Lake: Design by Dam McPherson Architects of a water truck filling station was completed. Construction was also completed.
9. Saddle Lake: Design of a water treatment plant by Buttler Krebs was completed. Construction was 43% completed.
10. Ft. McKay: Truck purchased and garage construction was 90% completed.
11. Anzac: Well and pump installation was not completed.
12. Swan River: Truck purchasing and garage construction was completed.
13. Kehewin: Pre-design study by Dalrymple Roma Associates was completed.

3. Results

1. Heart Lake: Three wells were completed.
2. Dene Tha: Design capacity of water reservoir expansion: 510 m³.
3. South Tallcree: A 60l/min water treatment plant was under construction.
4. Driftpile: Design of a 22,500 m³/yea water supply system was completed.
5. Wabasca: Design of a 150mm water transmission main was completed.
6. Frog Lake: Design construction of a 800l/min water truck filling station were completed.

7. Saddle Lake: A 100 m³ water treatment plant was designed.
8. Kehewin: A 5452 l/min. water supply system was designed.

The remaining projects were mostly for design and construction of water truck garage and purchasing of water trucks.

Number of local jobs provided and expenditure of total projects are shown in Table I attached.

9. Other comments: The questionnaires could be simplified to enable clear and concise response.

Note C = complete
O = on-going

TABLE I

<u>Name</u>	<u>Status</u>	<u>Consultant Cost</u>	<u>Construction Cost</u>	<u>Travel</u>	<u>Total Cost</u>	<u>No. of Local Jobs Provided</u>
Dene Tha Design	C	\$13,000.	0	\$400.	\$13,400.	0
South Tall Cree Const.	O	10,000.	\$115,000.	400.	125,400.	5
Boyer River Garage Const.	O	0	80,000.	400.	80,400.	4
Boyer River Study	C	5,000.	0	0	5,000.	0
Driftpile - Design	O	30,700.	0	400.	31,100.	0
Wabasca - Design	C	35,000.	0	600.	35,600.	0
Heart Lake - Well	C	0	15,000.	0	15,000.	0
Beaver Lake - Truck & Garage	C	0	truck constr. 35,000. 60,000.	0	95,000.	2
Frog Lake - Design	C	39,500.	0	0	39,000.	0
Frog Lake - Const.	C	6,000.	97,500.	0	103,500.	1
Saddle Lake Design	C	22,000.	0	0	22,000.	0
Saddle Lake - Const.	O	36,000	326,000.	0	362,000.	5
Ft. McKay - Truck & Garage	O	0	88,000	0	88,000.	3
Anzac - Well and Pump	O	0	24,000.	0	24,000.	0
Swan River - Truck & Garage	C	0	truck constr. 40,000. 25,000.	0	65,000.	6
Kehewin - Study	C	7,000.	0	0	7,000.	0

Alberta North Agreement

Annual Report

Program Name: Indian Reserves - Community Services and Facilities.
No. 30

Project Name: Indian Community Internal Re-Access Roads.
No. 251302

Period: April 1, 1979 to March 31, 1980

Community Name: Fort McKay, Janvier, Cold Lake

1. Objectives

All reserves: to provide for access to reserve housing.

2. Activities and Results

1. Fort McKay: Design and construction of 3.5 km. of roads were completed. Designed and supervised by Torchinsky Engineering.

2. Janvier: Design and construction of 7.5 km. of roads were completed. Designed and supervised by Bartel Engineering.

3. Cold Lake: Construction completed on 13 km. of roads.

4. Road Objectives: The above roads serve for all purposes named in questionnaires.

5.- 7. No other benefits.

8. Costs and Number of Local Jobs Provided.

<u>Name</u>	<u>Consultant Fee</u>	<u>Construction Cost</u>	<u>Total</u>	<u>No. of Jobs provided</u>
Ft. McKay	\$ 13,000	\$ 117,000	\$ 130,000	5
Janvier	37,600	338,900	376,500	5
Cold Lake	0	249,000	249,000	10

Alberta North Agreement

Annual Report

November 4, 1980

Program Name: Indian Reserves - Community Services and Facilities.
No. 30

Project Name: Indian Community Power Supply.
No. 251305

Period: April 1, 1979 to March 31, 1980.

Community Name: South Tall Cree

1. Objective: To provide power supply to Indian houses.

2. & 3. Activities and Results

South Tall Cree: Clearing for power line was 96% completed.
Construction of the power line was 95% completed and
of distribution system was 50% completed.
Twenty five homes were serviced.

4. No other benefits except as shown.

5. <u>Cost:</u>	Clearing	\$ 120,000
	Powerline Construction	108,600
	Power Distribution	34,000

Alberta North Agreement

Annual Report

November 4, 1980

Program Name: Indian Reserves - Community Services and Facilities.
No. 3.0

Project Name: Indian Community and Sanitary Services
No. 25309

Period: April 1, 1979 to March 31, 1980

Community Names: Dene Tha, Whitefish Lake, Kehewin, Heart Lake

1. Objectives

1. Dene Tha: To provide for proper design of sewage treatment facilities that meet the standards of the department and Environment Canada.
2. Whitefish Lake: To construct a sewage lagoon that meets Environment Canada and Diand standards.
3. Kehewin: Same as 1.
4. Heart Lake: To identify feasible means of sewage disposal.

2. & 3. Activities and Results

1. Dene Tha: Design of the 53,400 m³ sewage lagoon by Nesco Engineering was completed.
 2. Whitefish: Construction of the 50 m³ sewage lagoon was 25% completed. Construction was supervised by Nesco Engineering.
 3. Kehewin: Design of the 35,600 m³ sewage lagoon was by Dalrymple Roma and Associates was completed.
 4. Heart Lake: The feasibility study by Buttler Krebs and Associates was completed. 12 septic tanks and disposal fields were designed.
4. No other benefits as stated below.

Alberta North Agreement

Annual Report

November 4, 1980

Program Name: Indian Reserves - Community Services and Facilities.
No. 3.0

Project Name: Indian Community Services and Facilities Co-Ordination.
No. 251310

Period: April 1, 1979 to March 31, 1980.

Community Name: Heart Lake, Saddle Lake, Kehewin

1. Objectives:

1. Heart Lake: To provide solid waste removal services.
2. Saddle Lake: To provide fire protection services.
3. Kehewin: Same as 2.

2 & 3. Activities and Results

1. Heart Lake: Purchasing of a garbage collection truck completed.
2. Saddle Lake: Construction of a fire truck garage was completed.
3. Kehewin: Design of a fire hall with 2 bays by Dalrymple Roma and Associates was completed.

4. No other benefits.

5. Costs

<u>Name</u>	<u>Consultant Fee</u>	<u>Travel</u>	<u>Construction/ Equipment Cost</u>	<u>Total Cost</u>
Heart Lake	0	0	\$ 15,000	\$ 15,000
Saddle Lake	0	0	30,000	30,000
Kehewin	\$ 11,800	\$ 400	0	12,200

5. Costs and Number of Local Jobs Provided

<u>Name</u>	<u>Consultant Fee</u>	<u>Travel</u>	<u>Construction Cost</u>	<u>Total Cost</u>	<u>Local Jobs Provided</u>
Dene Tha -design	\$ 11,000	\$ 400	0	\$ 11,400	0
Whitefish Lake -construction	29,000	400	\$ 261,000	290,400	10
Kehewin -design	18,000	400	0	18,400	0
Heart Lake -feasibility study	11,600	400	0	12,000	0

APPENDIX 2

(A DINA Planning Department concept not discussed with DREE and not implemented)

CANADA-SASKATCHEWAN NORTHLANDS AGREEMENT
DISTRICT PLANNING TEAM
ITS ROLE AND RESPONSIBILITY
IN
IMPLEMENTATION OF WESTERN NORTHLANDS

INTRODUCTION

As part of the Canada-Saskatchewan Northlands Agreement, five different teams or committees are being set up at various levels of government to deliver, manage and evaluate the program. These five groups are:

1. Federal Regional Directors-General Committee
2. Canada-Saskatchewan Northlands Management Group
3. Implementation Secretariat
4. District Planning Team
5. Band Planning Committees

Each group or committee has its own distinct role and responsibility. In this paper the role and responsibility of the District Planning Team will be discussed.

MEMBERSHIP OF DISTRICT PLANNING TEAM

The District Planning Team will be composed of chiefs from all bands included in the Canada-Saskatchewan Northlands Agreement area. A separate team will be set up for each district. The district team will be headed by the District Chief or by a chairman elected by the chiefs. In addition to the chiefs, the District Manager, District Engineer, District Planner and the District Financial Advisor will be represented on the District Planning Team as well as other District or Regional staff as required.

ROLE OF DISTRICT PLANNING TEAM

The role of Indian Affairs' employees on the District Planning Team will be that of resource people. They will supply the team with expertise in their particular field to provide the team with information on various projects in the program. Aside from supplying information to the chiefs, the Indian Affairs' staff are expected to play a passive role with the chiefs carrying on the active role and making the final decisions.

The chiefs on the planning team will be responsible for the direction, management, coordination and evaluation of the Canada-Saskatchewan Northlands Program.

Direction

- Approve all projects to be funded
- Priorize the implementation of projects during the five years
- Approve all changes in projects to be funded or changes in the prioritization of projects
- Indicate the type of program and direction for future negotiations for any new long-term agreement

Management

- Monitor the scheduling and completion of projects to assure that projects are being started and completed on time
- Monitor the cost of projects being completed to assure that cost overruns will not affect projects to be completed in the final year

Coordination

- Keep all bands in the agreement area aware of what is happening through the Canada-Saskatchewan Northlands Program at all the other reserves
- Assure that the Northlands Program is coordinated with other inter- and intra-departmental programs at the reserve level

- Carry out a liaison role with DIAND and DREE regarding the existing and future programs
- Consult regularly with reserves affected by the program and solicit their views, opinions and ideas and reflect them in the form of recommendations

Evaluation

- Assess and evaluate completed projects at the reserve level
- Assess the impact of completed projects at the reserve level
- Assess and evaluate the total program
- Assess the impact of the total program
- Review of the whole program will be the direct responsibility of the District Planning Team

RELATIONSHIP TO OTHER AGENCIES AND COMMITTEES

The District Planning Team will be mainly involved with the following five groups:

- Band Councils
- DIAND District Office
- DIAND Regional Office
- Other Government Departments (Federal and Provincial)
- Implementation Secretariat

The District Planning Team will have direct contact with band councils through the chiefs that sit on the District Planning Team. The Team may also visit some reserves to talk to councils and see completed projects. The Team may also hear briefs or presentations from various councils as to how the program is working on their reserves and affecting them.

The District Planning Team will have direct contact with District Office through representatives from the District that will be part of the District Planning Team. These representatives will be able to report on the overall aspects of the program with the District.

They should be able to provide information on specific project costs versus funds allotted, scheduling and delays of projects, technical soundness of various projects as well as other reports required by the District Planning Team.

The District Planning Team will have direct contact with Regional office. Representatives from Regional office will attend meetings at the request of the District Planning Team. They may attend to report directly on the Canada-Saskatchewan Northlands Program from the Regional viewpoint such as overall Regional funding and negotiations with DREE or on technical aspects of projects.

The District Planning Team or representatives may meet directly with other government departments, either provincial or federal. The purpose of these meetings could be to coordinate the Canada-Saskatchewan Northlands Program with the programs operated on the reserves by the various agencies or to ask for their involvement in specific areas.

The District Planning Team will report to and take its direction from the Implementation Secretariat. It may be requested to provide the Secretariat with specific reports or perform specific tasks.

MEETINGS

The District Planning Team will meet on a regular three-month basis. The meetings will last from 1-3 days depending on the length of the agenda.

FINANCING

Each District Planning Committee will have a budget of \$ to finance its meetings. These funds are to cover honorarium, travel, accommodation and meals as well as the cost of meeting rooms and other related expenses.

