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Report

ADVISORY SERVICES SURVEY
DOCUMENTS
INDIAN AND NORTHERN
AFFAIRS CANADA

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Project No. 2-4702
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ADVISORY SERVICES SURVEY
DOCUMENTS
INDIAN AND NORTHERN
AFFAIRS CANADA

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I

OVERVIEW OF ADVISORY SERVICES

1. Introduction

This report is a compilation in one package of a series of documents prepared during a rapid survey of the advisory services provided to Indian individuals and bands by Indian and Northern Affairs Canada (INAC) in 1984-85.

The purpose of the survey was to review the range of advisory services and identify potential areas for further review and evaluation work.

The ~~result~~ of this material being reviewed and accepted by the Advisory Services Committee was the ~~decision to proceed with further study of the advisory services~~, in particular the contracts with Canadian Executive Services Overseas (CESO) and University of Western Ontario's Indian Management Assistance Program (IMAP).

2. Background

In March 1984, the Bureau of Management Consulting (BMC) was engaged by the Evaluation Branch at Indian and Northern Affairs Canada (INAC) to conduct a survey of the advisory services provided by the Department and other agencies to Indian bands and individuals. This survey was to identify and describe the types of advisory services and recommend the appropriate focus for subsequent evaluation work. The survey phase was felt to be necessary because the responsibility for provision of advice to Indian bands does not fall within one program area in the Department.

3. Terms of Reference

The terms of reference for this assignment were to identify the range of advisory services provided to Indian bands, individuals, associations and tribal councils and describe the advice as follows:

- content of advice;
- method of service delivery (INAC, consultants, tribal councils, etc.);
- focus of control of service (Band, District Office, or Regional Office);

- resources or percentage of activity dedicated to service;
- dollars expended on service;
- demand for service from client;
- number of currently active advisory service projects; and
- relationship with Indian associations and institutions.

This information would be determined from interviews at Headquarters and Regions and Departmental documentation.

An Advisory Service Committee was also established to steer the project. All the outputs and activities in the assignment were conducted in accordance with the direction provided by the Committee. Glynnis Thomas-French of the Bureau of Management Consulting carried out this survey phase.

4. Methodology and Evolution of Project

The initial task in this project was to develop a definition of advisory services. This was necessary to ensure a common ground for discussion both in the Advisory Service Committee meetings and in the interviews for the survey. Even with a clear definition, however, there were difficulties throughout the survey phase in establishing a common understanding of the specific services we were trying to isolate. This had a significant impact on the subsequent evolution of the project.

As a next step, Departmental Operational Plans were reviewed, financial records were analysed, and Branches and activity areas at Headquarters were interviewed. After this work had been completed, it was evident that, at Headquarters, there would be difficulty obtaining all the information required for the survey. As a result, the Advisory Services Committee decided that only one region should be visited initially and then the subsequent steps in the project should be reassessed.

The decision to limit the regional visits to a pilot region at first was also taken in view of the parallel study by Management Practices Branch being carried out at the time. The Management Practices study was to review the functions of the Local Government Advisors (LGA's) and Band Financial Advisors (BFA's) with a view to combining the functions and

redirecting their activities. Staff from Management Practices Branch were also to visit all INAC regions and gather information on the LGA's and BFA's. Since these two functions were already under review, it would not be practical to identify them for an evaluation study. It was noted, however, that LGA's and BFA's comprised 73% of the identified advisory services expenditures.

The Ontario Region was visited and an interim report was prepared on the findings. The Advisory Committee reviewed the report and made the following decisions:

1. the survey of advisory services should not be extended to other regions;
2. a full scale evaluation of the range of advisory services is not warranted at this time; and
3. The activities of CESO and IMAP should be reviewed to determine the feasibility and benefits of a review of the programs.

In the final step in the study, then, CESO and IMAP activities were reviewed to determine key issues and approaches to a review study. This document was reviewed and approved in principle by the Steering Committee September 21, 1984.

This report compiles the documents prepared for the advisory services survey up to and including the September meeting of the Committee.

5. Appendices

Appendices A to D which follow are the documents that were produced for the advisory services survey project. They fall within four categories as follows:

Appendix A - Background: Definition of Advisory Services

Appendix B - Headquarters Analysis

Appendix C - Ontario Region

Appendix D - CESO/IMAP Review Plan.

The final attachment, Appendix E, lists the members of the Advisory Services Committee.

APPENDIX A
DEFINITION OF ADVISORY SERVICES

Prepared in April 1984

DEFINITION OF ADVISORY SERVICES

The term "advisory services" is used very broadly in the Indian and Inuit Affairs Program. In effect, all activities and sub-activity areas include an advice and assistance component and virtually all staff, particularly those in the field, provide advice to the client group as a part of the specified job requirements. Accordingly, a major initial task of this assignment was to define the scope of advisory services for the survey.

The approach taken to this problem was to establish criteria which generally characterize advisory services and relationships and apply these to the Indian Affairs environment. Accordingly it is proposed that services be categorized as advisory if they fall within the following guidelines:

- A transfer of specialist/professional or technical information should take place. Advice is requested in order to improve the range and quality (as so defined by the client) of activities carried by the Indian client group both within and outside the INAC program framework; ✓
- From the Indian individual or band perspective, advisory services are voluntary. If the services are now provided by INAC and are not now perceived to be entirely voluntary, they will become so as Indian self-government comes into being;
- Where advisory services are provided by the Department, they are additional to the delivery of mandatory programming and the legal responsibility of the Department to Indians; ✓
- A client-consultant relationship should exist. The services cease to be advisory when the function becomes one of monitoring the client. ✓

SOURCE OF ADVISORY SERVICES

Consideration has also been given to what information regarding advisory services the survey can access and which areas of advisory services will likely provide the best results in an evaluation study. This will vary in part according to the four categories of external agents providing advisory services to bands as noted below:

1. INAC

These advisory services represent the cross-section of INAC activities which provide specialist/professional advice to Indian bands, institutions, associations or Tribal Councils.

The advisory services falling within this category may be carried out directly by INAC (e.g. LGA's, Education advisors), by contract with the Department (e.g. CESO, UWO program) or even through band contracts which are a part of an INAC program (e.g. Band Economic Development Officers). Please see Attachment 1 for a list of INAC services which have been identified as advisory for this survey.

It is likely that any subsequent evaluation will focus on some or all of these services. In view of the anticipated evolution toward Indian self-government, it is suggested that the services which promote the goals of independence and self-determination at the band level will likely be of greatest interest to both the Department and the Indian client group.

2. Tribal Council, Indian Associations, Institutions, etc.

Specialist/technical/professional advice is also provided to Indian bands by Tribal Councils, Indian Associations and institutions. In many instances these services will be the same or similar to those provided by INAC; in others, they may be unique (e.g. cultural awareness and development).

The survey will attempt to identify these services, wherever possible, since it may be useful for the Department and the Indian client group to have an overview of the type and range of advisory service coverage now available from Indian institutions. However, since it is not intended that Tribal

Councils, or institutions be contacted in this phase of the study, the information provided on these advisory services will be limited to that which is available at Regions and Headquarters.

It would likely be inappropriate for the Department to conduct an evaluation of these advisory services.

3. Non-Indian Organizations/Institutions

Indian bands also receive advisory services from non-Indian institutions, such as, the Ontario Co-operative Development Association, Federal Business Development Bank - CASE, and Frontier College. Although the Department may want to analyse the advisory services provided to the Indian client group by non-Indian organizations as a part of an advisory services evaluation, this survey will only provide information about the institutions and the services provided that is available at regional INAC offices.¹

4. Independent Consultants

Indian bands also receive specialist/technical/professional advice from independent consultants. For the most part, these consultants will consult with the band on single, non-recurring problems. They will view the band itself as their only client. Given that the services, the consultant, and the activities provided will be extremely variable and given the nature of the client-consultant relationship, it would be inappropriate for the Department to evaluate these services. However, it may be useful for the Department and the Indian client group to know the resources applied and the general areas of expertise, (e.g. economic development, capital construction, social welfare, etc.) that are contracted on annual basis by Indian bands. This information will be included in the survey where it can be determined from regional records.

1. It will be noted that information about advisory services provided by agents and agencies outside of INAC was not available either at Headquarters or in the Ontario Regional survey.

Attachment A-1

Indian and Inuit Affairs

Advisory Services Survey

INAC advisory services identified for the survey:

A. Reserves and Trusts

- Indian Minerals East/West:
 - ° technical advice on mineral development on Indian lands; only a small number of bands would be clients of this service.

B. Education and Social Development

- Education:
 - ° administrative advice regarding the transfer of schools and education programs to the band
 - ° academic advice
 - ° special services - eg. special education
- Social Development:
 - ° program transfer consultation
 - ° community services development

C. Economic and Community Development

- Band Support:
 - ° Advisory Services:
 - Canadian Executive Overseas Canada (CESO)
 - University of Western Ontario's Indian Management Assistance Program (IMAP)
 - local government advisors ✓
 - band financial advisors ✓
 - ° Community Planning ✓
- Capital Facilities - Architectural and Engineering ✓
 - ° engineering and technical advice regarding capital facilities, as requested by band (ie. not part of INAC project management system)
 - ° fire prevention
- Economic Development: ✓
 - ° Resource Development Impacts
 - ° Band Economic Development Advisors (in part)
 - ° Economic Development Officers (in part)

- Economic Development:

- ° Resource Development Impacts
- ° Band Economic Development Advisors (in part)
- ° Economic Development Officers (in part)

APPENDIX B
HEADQUARTERS SURVEY
OF
ADVISORY SERVICES

Prepared in April 1984

Part I

FINANCIAL ANALYSIS

An analysis of expenditures on advisory services was conducted using the computerized Indian and Northern Affairs Accounting System.

In the system, financial codes are limited with service codes. It was discovered that most of the expenditures for advisory services are allocated to Omnibus Service Delivery Codes and hence could not be identified.

Expenditures codes which seemed to include advisory services only (i.e. excluding Service Delivery) were accessed to the end of period 12 in 1983. Results of this computer print-out are shown on the following page.

It should be noted that Finance Branch indicated that coding errors are common, and hence the data in the expenditure system may not be reliable.

ADVISORY SERVICES EXPENDITURES - BY REGION

1983-84 (TO END PERIOD 12)

| | <u>\$</u> | | | | | | | |
|--------|---|--|---|-------------------|-------------------|---|--|-----------------------------------|
| | CODE 7023 Band Financial Advisors | CODE 2021 Geological and Technical Advice | CODE 7020 Local Government Advisors | CODE 7021 CESO | CODE 7022 IMAP | CODE 4061 Resource Development Impacts | CODE 6024 On-Reserve Housing Advisors | CODE 2024 Business Ventures |
| H.Q. | - | 220,447 | 64,650 | 295,862 | 179,200 | | | |
| Atl. | 123,680 | | --- | --- | | | | |
| Quebec | 53,844 | | 25,073 | 158,685 | | | 27,500 | |
| Ont. | 698,630 | | 42,803 | ---* | | | 110,710 | |
| Man. | 483,376 | | --- | ---* | | | 122,640 | |
| Sask. | 127,786 | | 174,825 | 214,142 | | 35,640 | 23,414 | |
| Alta. | - | | 414,918 | --- | | 6,350 | 2,000 | 40,000 |
| B.C. | 453,095 | | 1,428,172 | 100,482 | | | 256 | |
| Yukon | 4,099 | | 37,614 | --- | | | | |
| N.W.T. | 15,773 | | --- | --- | | | | |
| TOTALS | 1,960,283 | 220,447 | 2,188,055 | 789,177 | 179,200 | 41,990 | 286,520 | 40,000 |

* CESO Services were used in both Ontario and Manitoba.
The lack of expenditure data is likely due to coding errors.

SUMMARY - ADVISORY SERVICE EXPENDITURES

1983-84 (To End Period 12)

| <u>CODE-TITLE</u> | <u>\$</u> |
|--|----------------|
| 2021 - geological analysis advice and expertise | 220,450 |
| 2022 - business venture and tripartite agreements-advice and expertise | 40,000 |
| 4061 - resource development impacts- general advice and assistance | 41,990 |
| 7020 - Management support: advice and support- Local Government Advisor | 2,188,055 |
| 7021 - Canadian Executive Services Overseas | 769,177 ✓ |
| 7022 - Indian Management Assistance Program | 179,200 ✓ |
| 7023 - Band Financial Advisors | 1,960,283 |
| 6024 - Advisory services-on-reserve housing | <u>286,520</u> |
| TOTAL | \$5,685,672 |

Part II

OPERATIONAL PLAN REVIEW

Initially, it was anticipated that the Operational Plans would provide information about advisory service activity in the Department. The 1984-85 to 1987-88 INAC Operational Plan was to be reviewed. It was discovered, however, that very little information on advisory services was obtained in these documents. Accordingly the review was restricted to Ontario, Manitoba, Saskatchewan, Alberta and B.C. The results of this survey follow:

1. ONTARIO

- a) Technical Services: 18 person-years, 793 projects
 - provide project management, advice and assistance.
- b) Education and Social Development
 - program consultants in special education.
 - native consultants.
- c) Economic and Community Development
 - technical and management assistance through own staff, CESO, FBDB, province, IMAP.

2. MANITOBA

- a) Education and Social Development
 - role of Department to be more one of advising and monitoring (no detail).
- b) Economic and Community Development
 - role of local government advisors to be given to Tribal Councils except for northern bands.
- c) Band Government Support
 - more advisory activity to be undertaken by Tribal Councils.

3. SASKATCHEWAN

a) Education and Social Development

- mentions role for advisory services in this area no specification.

b) Economic and Community Development

- used for advisory services in planning and community development.
- provide advisory services especially for large project development.

4. ALBERTA

a) Economic and Employment Development

- CESO services.
- need to provide advisory services to Indian charged with hunting infraction.

b) Band Government

- advisory services to be provided by Tribal Councils.

5. BRITISH COLUMBIA REGION

- need to provide advice to Native Economic Development Fund (proposed).
- noted increased demand for advisory services.
- advice for comprehensive community planning.
- provide funds to Tribal Councils and bands to purchase services from consultants.
- In 1983-84 provided 14 Tribal Councils with funds to support 27 advisors at an average cost of \$41,122.

Part III

HEADQUARTERS INTERVIEWS

Headquarters representatives of all program areas which appeared to have advisory services were interviewed. In all instances, the objective of the interviews was to determine information on the following:

- types of advisory services and for each type:
 - ° description of service;
 - ° method of delivery;
 - ° focus of control;
 - ° resources expended;
 - ° demand for service;
 - ° number of active projects; and
 - ° relationship with Indian associations and institutions

A brief outline of survey results follow:

A. Reserves and Trusts

- Indian Minerals East and West offices in Toronto and Calgary provide technical information to Indian bands on minerals, oil and gas development. These offices also have an operational function in that they collect and hold royalties for the bands.
- only a small number of bands receive these services.
- delivered through offices in Calgary and Toronto reporting to Headquarters.
- 29 py's + \$950,000 (does not distinguish operational from advisory activities).

B. Band Support

- Local government advisors (LGA's) are INAC employees providing advice to Indian bands on

a range of topics, primarily band government issues. LGA's play a major role in contribution agreement development.

- LGA's are located at the District level, reporting functionally to the senior local government advisor at the Region.
- At the time of the study, the LGA function was under review.

C. Housing

- no advisory services.

B. Social Development

- in Family and Children Services - 6 advisors involved in establishing child welfare agreements for the transfer of responsibility from the Department to the band. Two advisors at Headquarters and four in the Regions.
- Tribal Councils and Provincial Associations also use \$3 million annually from the Intoxicant's Fund for consultation to prepare for Child Welfare program transfer.

E. Economic Development

- The economic development officers provide business and employment advice to Indian bands and individuals in addition to their operational concerns. An estimate of the proportion of time spent by the 450 economic development officers on advisory services was not known.
- CESO services used extensively by Economic Development at regional level.
- in Resource Development Impacts:
 - provide funding to bands to purchase specialist advice where the band is facing impacts from major resource development.
 - funding levels: 1984-85 - \$5.5 million
1985-86 - \$4.4 million
1986-87 - \$4.6 million

- focus of control of funds -- Regions and Headquarters -- and of purchase of service -- the bands receiving funds.

F. Indian Management Development Program ✓

- community planning -- the regional/district planning process includes advice to Indian bands. At Headquarters, no information about resources.
- CESO:
 - \$1.3 million for purchase of advisory services from retired individuals in their area of expertise.
 - global budget managed by Headquarters. Services requested, monitored and purchased through the Region.
- Indian Management Assistance Program (IMAP):
 - \$300,000 purchases advisory services from University of Western Ontario MBA students and others during summer period. ✓
 - Program administered by University of Western Ontario; services requested and students recruited by the regions.

G. Architectural and Engineering Services

- the architectural and engineering services groups provide advice on capital construction, maintenance and fire prevention to Indian bands. It is estimated that advice-giving takes up 5-10% of the time of 500 staff in the program.
- the architectural and engineering group are located and controlled at both the district and the regional level.

H. Education

- advisors in education programs providing advice with respect to:
 - ° transfer of schools from the Department to the bands.

- ° academic curricula.
- ° special services such as special education.
- no information on numbers of advisors or resources expended.

I. Finance

- band financial advisors (BFA's) advise bands on appropriate financial practices and policies. Although the BFA's are intended as advisors, their role has become one of monitoring and ensuring compliance with required government accounting practices.
- currently 65 BFA's, but difficult to specify the portion of their time allocated to advisory services as opposed to monitoring and other functions. /
- controlled at district level.
- the BFA function was under review, with the intent that it would be merged with the LGA function and refocussed in management development.

ATTACHMENT B1

HEADQUARTERS INTERVIEWEES

Reserves and Trusts:

- Graham Swan
- Marlene Desjardins

Band Support:

- Bill Eliot
- Mansel Barstow .

Housing:

- Monique Boyd

Social Development:

- Gilbert Guay
- Harry Houston
- Harry Bombay
- Gilles Cormier
- Duncan Marshall

Indian Management Development Program:

- Glenn Barker
- Marcel Fortier

Finance:

- Lorna Tate
- Roy Pankhurst

Capital Management

- I. Corbin

Architectural and Engineering Services:

- Fred Davidson

Education:

- George Parron

Policy Planning Coordination:

- Robert Coulter

APPENDIX C
ONTARIO REGION
REVIEW OF ADVISORY SERVICES

Prepared in July 1984

ADVISORY SERVICES SURVEY

ONTARIO REGION FINDINGS

Background

At the last progress meeting for the Advisory Services survey, 19 April 1984, it was decided that the survey proceed initially on a pilot basis in the Ontario Region. With the information from one Region in hand, the Steering Committee would be able to assess the appropriate scope and focus of further evaluation work in this area.

Ontario Region Visit

The visit to the Ontario Region was carried out 20 June 1984. All branches expected to have an advisory service were canvassed, with the exception of Architectural and Engineering (E&A) Services which was contacted by telephone later.

At the outset of each interview, BMC provided some background to the study and the working definition of advisory services, that is:

advice provided by the Department, on behalf of the Department, or with INAC funds, that is outside the requirements for mandatory programming to Indian bands or individuals, and which is given "on request" by someone acting in the role of a consultant to the Indian client.

(For a more detailed description, please refer to Appendix A)

It should be noted that even with a definition of advisory services in hand, there are a number of grey areas in determining what does and does not constitute an advisory service. Most of the information was collected in iterative interviews with the Ontario Region.

FINDINGS

Introduction

The findings will be presented by Branch. In item 2 for each Branch, the "Description of Services" Sections, information provided by program managers is presented. Item 3 for each Branch, "Assessment", is a short analysis of the regional data.

A. Housing and Infrastructure

1. Source of information

- Interview with Bill Garand, Manager of Housing and Capital Infrastructure.
- Also, written notes on housing advisory services prepared by Jean Bailey and Tom Goff in Band Support.

2. Description of Services

- The Ontario Region provides some housing and infrastructure advisory services through the Local Government Advisors (LGA's). Advice is provided on the following:
 - Departmental programs
 - development of long-range capital plans
 - other programs providing funding
- About eleven of the seventeen LGA's (i.e. one in each District) undertake some responsibilities related to housing. About six of these eleven have become specialists in the housing field. The branch is proposing that eleven LGA person-years be allocated to housing. In the time devoted to housing by the LGA's, it is estimated that there is a 50-50 split between operational and advisory responsibilities.
- The LGA's maintain functional links with the Housing and Infrastructure Division in Band Support but they report through the District Supervisor of Band Support and the District Manager to the Director of Operations.
- The Region did not have information on the demand for service from the client.

- The Region also has three project development officers managing capital projects with a value of over \$250,000. In these instances, the project development work is often lengthy and complex, involving negotiations with adjacent municipalities. The major project officers do advise the bands on issues related to the major projects, but their input is also a required part of the Departmental major project delivery system. It would be difficult to specify precisely the portion of time devoted specifically to advisory services.

Other Advice-giving Agencies

- Canadian Mortgage and Housing Corporation (CMHC) provides funds to bands to hire consultants to prepare submissions for a joint CMHC - INAC program. In Ontario, however, CMHC housing programs are only accessed by about eight bands.
- The Ontario Indian Housing Council (OIHC) has been funded by the Department to provide technical inspections and advisory services. The advisory services are in the area of housing management. Similar to the Department's advisory services, OIHC also helps bands access government programs.

3. Assessment

- It should be noted that NHQ reported that there are no advisory services related to housing in the regions. This could be because of difficulties with the advisory services definition. Alternatively, NHQ may simply be unaware of the role that LGA's have assumed in the housing field. It appears that the relationship between the LGA's and the Region's housing program has developed informally over the years, perhaps as a result of the priority placed on housing by Indian bands.
- In BMC's view, it is likely that the LGA's do provide some services that are advisory within our definition (i.e. outside the communications required for the delivery of the INAC housing program) but it would be difficult to specify which services or how much is provided.

B. Band Government (LGA's)

1. Source of information

- Discussion with Sandra Patterson, Manager of Band Government, Ontario Region.

2. Description of Service

- The LGA's negotiate with bands regarding contribution agreements and provide advice related to the management and functioning of local government.
- As noted above, only six of the seventeen LGA's devote their time to Band Government issues; the others work in the Housing and Capital Infrastructure area. However, due to resource restrictions, several of the ten District Superintendents have taken on the responsibilities of the LGA's themselves.

3. Assessment

Since a large part of the activity of the LGA's is directed toward setting up and managing contribution agreements between the band and the Department, the resources devoted to advisory services is probably limited to no more than 50 percent of time of the six LGA's.

C. Planning and Review

1. Source of Information

- Interview with Dan Patterson, Director of Planning and Review
- Ontario Region publication "Comprehensive Community Planning and Development Strategy Paper."

2. Description of Services

- The Comprehensive Community Planning (CCP) process is an advisory service. The planners provide technical expertise to bands on a "by-request" basis. The Department also provides funds to bands to hire consultants to assist in the planning process (1984-85 budget - \$400,000).
- There are seven District Planners and each spends most of his/her time, say 90%, on CCP activities (the balance would be allocated to Operational Planning). The planners report through the District managers but maintain strong links with Planning and Review at the Region.
- The Region also has \$586,000 and 1 p.y. in Resource Development Impacts (RDI). These funds are used to purchase specialist advisory services for bands dealing with particular environmental issues. These funds are managed by the Region.

Other Agencies

- Given resource constraints, Planning and Review has been seeking out alternatives to direct service. The Rural Planning Department at the University of Guelph has, on occasion, provided students to act as planning consultants to bands.

Negotiations are also underway for students in the urban planning program to assist bands as part of their work/study Co-op program.

- The Georgian Bay Tribal Council has received funds for one planner for 3 years (approximately \$30,000 annually).

3. Assessment

- The services provided under CCP and RDI are advisory, falling clearly within the working definition for the survey.

D. Education

1. Source of Information

- Interview with Gerry Kerr, Director, Education

2. Description of Services

- The Ontario Region allocates resources to three advisory services:
 - . Tuition Agreements: .5 py and \$30,000 is allocated by the Region to provide workshops and advice on the process for establishing tuition agreements with the province for the education of Indian students in provincial post-secondary schools. Bands request these services prior to establishing or amending agreements with the province.
 - . School Transfer: The Region also has a budget of \$200,000 allocated to approximately ten bands to hire consultants to assist them with plans to take over the control of their schools. These funds (and consultants) are controlled directly by the bands. Bands receive these funds on a one-time basis to serve particular needs.
 - . Special Education: 1 p.y. at the Region provides advice and guidance to band-operated education advisory committees on special education issues.

3. Assessment

All three of the services discussed fall within the established definition of advisory services. It should be noted that Education at NHQ also referred to an academic advisory service provided by District staff to the principal of federally-managed schools. The Region indicated that these services are operational - i.e. related to the provision of education services as required in the Indian Act - and hence not advisory. Band-operated schools receive direction and advice from their own school boards and from consultants hired by these Boards.

E. Band Financial Management (BFA's)

1. Source of Information

- Interview with Bob Hickey and Bob Brant in Band Financial Management.

2. Description of Services

- The Band Financial Advisory (BFA) function provides advice to bands on financial management and practices. The Region indicated that, in the past few years, BFAs have moved away from providing technical assistance on such matters as bookkeeping towards providing advice on more general financial issues. The BFAs provide their services on request and do assist individuals and band enterprises where time permits. Recently the BFA function has concentrated efforts on band governments with serious financial difficulties (approximately 75% of total). Major areas of activity for the BFA's are band budget preparation and the annual audit.

- Resources have been as follows:

| | | |
|---------|-------|-----------|
| 1982-83 | 14 py | \$ 78,700 |
| 1983-84 | 17 py | 126,000 |
| 1984-85 | 10 py | 55,000 |

The Regional managers indicate that the restriction on the travel budget this year will significantly reduce the level of service.

- BFA's are located in the Districts and report either to the Superintendent of Finance and Administration or to the Superintendent of Band Support. At Region, the managers of Band Financial Administration are in Finance.

- Financial advisory services to bands outside the Department are:
 - ° one BFA in the Georgian Bay Tribal Council for the three member bands
 - ° the United Council of the Chiefs of Manitoulin Island have a BFA/Economic Development position.
 - ° The Kahyana Tribal Council has requested funding for a BFA position.

3. Assessment

The degree to which the BFA's role is (and is perceived to be) one of providing advice rather than ensuring compliance remains unclear. Furthermore, as resources are reduced and the emphasis is on "fire-fighting" with financially troubled bands, it is possible that the more broad-ranging advisory services are increasingly limited.

F. Social Development

1. Source of Information

- Interview with Jules Hebert and Ram Chopera.

2. Description of Services

- Advisory services are provided for Community Services development: i.e., Drop-in Centres, Homemakers Services, and Daycare Centres. Advice is provided on how to establish, fund, and manage these service and is provided by five LGA's. It was suggested that the Superintendent of Band Support likely provides these services in districts which do not have person-years dedicated to Social Development activity. Also, of the time spent at Social Development issues, a split of 60-40% is estimated by operational and advisory activities. Social Development has three staff at the Regional level.
- Family and Children's Services are purchased by the Department from provincial governments except in instances where child welfare agreements have been established for the transfer of these services to bands. Currently, Social Development Ontario is providing \$275,000 to four Indian associations to develop mechanisms for the takeover of child welfare responsibilities.

- Bands may also purchase social services advice directly from the province.

3. Assessment

Human resources in Social Development are so scarce that limited. Although five LGA's and several District Superintendents were claimed to provide these services, these same individuals are also responsible for band government and capital infrastructure services.

Given that income maintenance and family and children's services are purchased provincial programs, advisory services in these areas may come from the province and individuals familiar with provincial programs. Indian associations and Tribal Councils also may provide advice in the social services, particularly in the child welfare area.

G. Economic Development

1. Source of information

- Interview with John Conduit and Greg Hancock.

2. Description of Services

- Advisory services are required in four areas of the economic development spectrum:
 - ° planning
 - ° training/employment development
 - ° opportunity identification and business development
 - ° on-going business support

It was noted that in business development and support for on-going businesses, the client of advisory services is an Indian individual, not the band (as a government body). Overall, in the Ontario Region's view, the major emphasis in economic development is the individual entrepreneur in both in operational programs and advisory services. There is a need also for some advisory services in development of community socio-economic development plans and employment strategies and programs, where the band council is the usual client. In Ontario Region, advisory services related to planning, employment, and business development are normally provided by the 23 INAC field staff and services to on-going business are provided by CESO.

- CESO's services are considered invaluable by economic development officers because of the wide range of specialists it has on hand to meet the particular needs of different businesses. In 1983-84, approximately \$100,000 was spent on the CESO program.

It should be noted that INAC field staff currently must operate as loans collections officers as well as development officers, hence limiting the advisory services they can deliver. It was estimated by the Region that field staff split their time 50-50 between operational-advisory activities.

- Also, 90 of the 115 bands have Band Economic Development Officers, (BEDO's) funded by the Department, who may provide some advisory services. Since there are no skill or experience requirements for these jobs, the quality of services provided varies considerably from one band to another. At this point, BEDO's cannot act as business advisors.
- The Ontario Region also will use 4.5 students in 1984-85 from the Indian Management Assistance Program (IMAP) as economic development advisors. These students are assigned to a specific band for the summer based on a request from the band to the district.

Other Advisory Services

- The Federal Business Development Bank (FBDB) also provides economic development advisory services through its CASE program. FBDB is used infrequently by Indian bands, however, since its services are costly (compared to CESO) and inappropriate for most Indian needs. FBDB workers tend to have a strong business and finance orientation while most often a development approach is required.
- Indian institution-based advisory services are available in the agricultural and arts and crafts sectors. However, it was suggested that the transfer of advisory services to Indian institutions cannot be fully successful until a wide range of Indian talent in specialized economic development areas is in place. *

3. Assessment

Given other operational requirements, it is likely that less than 12 person-years of activity are dedicated strictly to

advisory services in the economic development field staff. CESO is the major provider of advice in the economic development area and directs its services to entrepreneurs and Indian businesses.

I. Indian Management Development Program

1. Source of Information

Interview with Norm Coulter.

2. Description of Service

The advisory services within the Indian Management Development Program are under development. It is recognized that a broader spectrum of advisors is required, covering the fields of Economic Development, Education, Reserves and Trusts, Social Development and Band Support. Moreover, the Band Support advisory function should become more management-oriented, aimed at assisting the development of strong corporate capabilities. In this broader program, the role of CESO may be need to be revised.

3. Assessment

The only operational service in the Indian Management Development Program is CESO, which is currently managed by Economic Development and used almost exclusively in a business development and support capacity.

J. Architectural and Engineering Services

1. Source of Information

Telephone discussion with Merv Dewasha.

2. Description of Service

There are advisory services provided to Indian bands; however, no attempt has been made to define these services or isolate resources allocated to the services.

3. Assessment

Given the lack of data, no assessment can be made about advisory services in the architectural and engineering services area in the Ontario Region.

SUMMARY

Major observations from the Ontario regional visit are as follows:

- LGA's are currently providing advisory services for three programs. It is unlikely that they are providing specialist advice for all programs.
- reported advisory services were different at HQ and Regional Office.
- from the reports of program managers, it would appear that approximately 30 py are allocated to advisory services across all programs in Ontario region and about \$1 million is provided in contributions to Indian bands for advisory services purchase.
- the staff lay-offs currently taking place in the Ontario region and the BFA/LGA review made staff interviewed very uncertain about levels of service in 1984-85.

CONCLUSIONS

- Difficulties were experienced in collecting the required information on advisory services. This was not only a consequence of lack of data, but more significantly, a result of definitional problems. What is believed to constitute an advisory service in one program may not be construed as such by another. In some cases, the services identified and described by program managers did not fall within the definition that we have established for the study.

The "slipperiness" of the concept is a result of it being a category of service provided by various programs, and aimed at achieving as many objectives as these programs contain. Since advice-giving is an activity rather than a program, it would be difficult to establish advisory services as a program parameter from an evaluation standpoint.

- Having said the above, it is possible to follow through on a study or studies in the advisory services area that will yield useful results.

One of the advisory services that are delineated as specific program components by programs managers could be extracted for an evaluation study, namely, LGA's, BFA's, CESO, or IMAP. Since the LGA and BFA functions

are currently under review by the Management Practices Branch, an analysis of these services would not be appropriate at this time.

It is noted that Band Support has a particular interest in an evaluation of CESO as the master agreement is up for renewal in March 1986.

On the negative side of proceeding with program evaluation of CESO are the following:

- a) the small size of the program (\$1M)
- b) it does not appear that objectives were originally developed for CESO and, at this point, Band Support and Economic Development would probably attribute different implied objectives to the program.
- c) a full-scale evaluation study would require data gathering from several bands. Delays would likely occur in selecting the sample and obtaining agreement to participate from the bands.
- d) since CESO is only one of many interventions to an Indian business or band, it may be difficult attributing effects to CESO's activities.

However, it may be useful to undertake a mini-evaluation or management review of CESO to assist program managers in their decision whether to renew CESO's contract, and, if so, in what form. This study could be undertaken without the constraints of research validity required of a program evaluation. The intent of the study would be to assist in the policy development process.

Such a study could be carried out through a review of existing data and interviews with:

- ° Band Support and Economic Development managers at NHQ and regions,
- ° CESO managers
- ° a selected sample of CESO workers
- ° 3-5 Indian representatives

and would be directed toward determining answers to such questions as:

- ° Should CESO contract be renewed?
- ° If not, what should take its place?

- ° If yes, should CESO remain oriented toward economic development?
- ° Should CESO be required to provide other advisory services?
- ° What level of resources should be allocated to each type of service?
- ° Should there be a combination of, say CESO - for economic development and some other service for other requirements?
- ° How should CESO be organized under new contract? Are the administrative overheads appropriate?

On a broader front, it may also be of value to conduct an analysis of the range of advisory services received by bands and individual Indians from the Department through a process of data collection in the field. This evaluation would assist the Department in determining what succeeded and failed in the past and what is required in the future. Such a study could also be useful in establishing an appropriate framework for the new band support function when the LGA and BFA functions are merged or eliminated.

Nevertheless, it should be noted that for Indian self-government comes into being over the next few years, the changing relationship between the Department and Indians may completely alter the role, nature of and need for advisory services. It may not be fruitful to take an approach which is evaluative and retrospective in a transitional period.

APPENDIX D
APPROACHES AND OPTIONS
FOR A REVIEW OF
CANADIAN EXECUTIVE SERVICES OVERSEAS (CESO) AND
INDIAN MANAGEMENT ASSISTANCE PROGRAM (IMAP)

Prepared in September 1984

I INTRODUCTION

A. Background

At the last meeting of the Advisory Services Survey Steering Committee, 6 August 1984, the following decisions were made:

1. On the basis of findings in the Ontario Region, the survey of advisory services is not to be extended to other regions.
2. A full scale evaluation of the range of advisory services is not warranted at this time as the next step in this project.
3. In place of a full scale study, the advisory services provided under contract to the Indian Management Development Program in Indian Affairs and Northern Development Canada (INAC) by Canadian Executive Services Overseas (CESO) and the University of Western Ontario's Indian Management Assistance Program (IMAP) should be reviewed to determine whether a review study of these services should take place at this time. If appropriate, the Bureau of Management Consulting (BMC), is to propose terms of reference for such a study.

It should be noted that Treasury Board had requested that an evaluation of CESO take place prior to the establishment of the new master contract for CESO services. At the last meeting of the Review Committee, however, it was suggested that the report prepared for CESO by Tony Belcourt entitled "Final Report for the Native Advisory Services Review Committee of CESO" (undated), contained information of an evaluative nature. To ensure duplication was avoided, it was felt that the Belcourt study should be reviewed in detail prior to establishing terms of reference for another study. Accordingly, this report summarizes the Belcourt report and indicates the degree to which the evaluation requirement has been met and suggests other issues regarding CESO that may be of interest to program managers.

In addition, this report also examines the degree to which program evaluation information respecting IMAP is available, outlines other IMAP issues that may interest INAC, and assesses the level of review effort that is likely justified for the program.

B. Organization

As suggested above, the next section provides background to CESO and reviews the Belcourt report. Subsequently, other possible issues of concern are elaborated. Potential study designs and associated costs are also provided.

Section III of the report deals with IMAP in the same format as was used for CESO: first, potential issues of concern are listed and then study approaches are proposed.

The final fourth section of the report summarizes potential courses of action and associated costs.

II CANADIAN EXECUTIVE SERVICES OVERSEAS (C.E.S.O.)

A. Background

The Canadian Executive Services Overseas (CESO) through its Canadian Native Program provides advisory services to Indian bands and individuals under contract to Indian and Northern Affairs Canada (INAC). The advisors recruited by CESO are retired people with lifelong expertise in a particular field. They provide their services for the nominal per diem fee of \$25 and living expenses. The cost of the CESO program over the past three years has been as follows:

1982-83 - \$1,164,000
1983-84 - \$1,300,000 (est.)
1984-85 - \$1,461,300 (budget)

B. The Belcourt Study

The Belcourt study includes:

- ° A detailed description of the corporate structure and history of CESO;
- ° An overview of the administrative arrangements between CESO, INAC and the bands; and
- ° An assessment of the effectiveness of CESO based on the answers to a questionnaire sent to 150 clients of CESO.

The major conclusions of the Belcourt study are as follows:

1. In general, the Indian community is satisfied with the services of CESO.
2. In most cases there is a successful matching of CESO volunteer to band, though some room for improvement exists.
3. Some anomalies occur in the administration of CESO; for example, in the budgeting for CESO through both INAC headquarters and the regional branches, and in the uneven levels of involvement of INAC managers in the program.
4. The client-consultant relationship between the Indian client and CESO needs to be more clearly established.

5. An orientation program for CESO volunteers and management to Indian culture in general and, for volunteers, to the specific Indian communities to which they are assigned, would be useful.

B. Assessment - Need for Further Evaluation Work

As noted earlier, the Belcourt study does report that Indian clients are generally satisfied with CESO service. Therefore, a major evaluation issue on the value of the service has already been addressed. The finding in the Belcourt report was based on the responses to a questionnaire which was mailed to 20% or 148 of CESO's clients in the year of the study and returned by 27% of recipients or 40 responses. This sample is probably large enough for adequate reliability. The fact the CESO rather than INAC was the client of the study should not impact of the utility of the results for evaluative purposes.

Another major evaluation issue "impact of CESO intervention on the success of the Indian endeavour" would likely be extremely difficult to determine (due to the intervening variables) and expensive (due to the requirement for extensive analysis of operations at the band level). Some information on this subject may already be forthcoming from the evaluation of impacts of the Indian Economic Development Fund.

The value of the CESO service for the money spent was, however, affirmed both in the Belcourt study and in interviews with program managers for the Advisory Services survey. The expertise provided by CESO to Indian bands would be considerably more costly if it were purchased in the consulting market place. Accordingly, without further study, it can likely be concluded that the CESO contract should be renewed.

Under the assumption that CESO will be reinstalled, there are still a number of issues that need to be addressed to ensure that appropriate expectations are in place for the new contract. It is suggested that the study of these issues take the form of a policy and operational review rather than an evaluation. Potential issues to be reviewed are elaborated below.

C. Potential Issues to be Examined in a Further Review of CESO

The issues which are likely to be most pertinent to INAC managers can be grouped within eight categories.

1. Focus and Scope of CESO Services

As is indicated in the Belcourt study, the majority of CESO workers now advise on economic development projects. Since Indian Management Development Program in Band Support at INAC, which manages the CESO contract, has a mandate to provide a range of advisory services and specifically management development services, it will likely want to know:

- ° the capability of CESO to provide management development and other services;
- ° the demand from Indian Bands for management development services from CESO or other organizations;
- ° the impact of expanding CESO's scope of services beyond economic development;
- ° the potential for "packaging" some economic development services to allow CESO more effective use of volunteer's time;
- ° the advisability of using CESO as a major delivery agent for management development and other services; and
- ° possible mechanisms for establishing resources on a regional basis for the different types of CESO services.

2. Indian Input in CESO

It has been noted that there is a need to ensure Indian input and involvement in all services provided to Indians. Accordingly, with respect to CESO, there is a need to determine:

- ° the current mechanisms for ensuring Indian input into the management of CESO; and
- ° the feasibility of other options (e.g. Indian vice-president, Indian Advisory Committee to Board of Directors, etc.)

3. Consultant-client Relationship

To ensure the professionalism of the relationship between CESO and the Indian client is adequate, the following should be reviewed:

- ° How is the relationship between the Indian client established, maintained, and closed. Is there room for improvement?

e.g. Are there written terms of reference?

Are there clearly established outputs and review points?

Does Indian client have access to regional manager if he has concerns about the services from CESO? Is the process for contacting the region clearly established and well-known by Indian clients?

- ° What role, if any, should INAC have in the relationship between CESO and its client?

4. Role of CESO in Development Process

Since CESO is working with individuals and communities in a development mode, in many instances it is important that in addition to providing professional advice, CESO transfers skills and knowledge to the Indian client.

- ° Does CESO have a development policy and a development-oriented approach?
- ° Is there evidence that CESO is in the business of transferring skills and developing Indian capability.

5. Access to CESO

To ensure equitability, it is important that the availability of CESO services is widely known among Indian bands and individuals. Issues that arise are as follows:

- ° How many Indian bands are aware of CESO services? Do they communicate their awareness to the membership, and how?
- ° What role does INAC play in communicating availability of CESO services to Indian bands and individuals and what role should it play?
- ° What role does CESO play in advertising its services within the Indian community and are there other appropriate approaches?

6. Administrative Arrangements

- ° Are the administrative arrangements between CESO, HQ, CESO Regions, INAC Regions and INAC HQ appropriate?
- ° What records are kept, by whom, and to whom are they reported? Are changes required?
- ° Is the communication among the various parties adequate?
- ° Is the CESO overhead cost appropriate? Should an overhead be built into the per diem rate?
- ° Should funds be transferred directly to bands for purchase of CESO (or other) services?

7. CESO Orientation

It has been noted that some CESO volunteers and managers are not appropriately prepared for work in the Indian community?

- ° Does CESO screen potential volunteers for suitability to work in Indian communities?
- ° Is there an orientation program? If so, what does it consist of and could it be improved?

8. Alternatives to CESO

Since the Belcourt study only dealt with projects that had used CESO, it is important to examine the alternatives and their relative value.

- ° In what cases would a band or Indian decide not to use CESO services? Why?
- ° Are optional services available? At what cost and what is degree of difficulty in obtaining them?
- ° What alternative services are used?

D. Study Approaches and Costs

One approach to the study would be to conduct it solely through a review of files and existing reports and through interviews with INAC HQ and Regions, CESO HQ and Regions and a selected number of Indian representatives of associations and institutions.

This would not provide CESO client input in the study and conclusions would be based on the consultant's analysis the needs, attitudes, and capabilities of the parties involved. Please see the attached table for a cross tabulation of issues and sources of information. The cost of such a study would be directly related to the number of regions interviewed on site.

It is estimated that, if persons in only one Region are interviewed on site, the cost of the study would be approximately \$16,000. Attachment 1 provides a detailed analysis of the anticipated work steps.

For issue 5 - "access to CESO" and issue 8 - "alternatives to CESO", it would be useful to have some direct input from Indian clients. There are essentially three methods of obtaining direct input: on-site interviews; mail-out questionnaires; and telephone interviews. As was noted earlier, on-site interviews are not appropriate due to the number of bands and distances that are involved. The mail-out questionnaire technique of data gathering is generally not appropriate for a culture which is essentially oral. That leaves the telephone interview method as most appropriate.

The Evaluation Branch has indicated that telephone interviews are not often used for collecting data from bands; however, there is no fundamental objection to the approach. Band Support has indicated that it often has contact with bands by telephone and finds it an adequate method of exchanging information with Indian clients. Accordingly, it is suggested that if information is to be collected from Indian clients, a telephone interview method be used on a trial basis.

Given the availability of some Indian client input in the Belcourt report, it is suggested that this aspect of the study not be undertaken unless it is felt to be necessary after the interviews (especially those with Indian representatives) and the review of files and existing data.

TABLE I

Potential Sources of Information

| <u>Issue</u> | <u>Interviews INAC HQ</u> | <u>Interviews Regions</u> | <u>Interviews CESO HQ</u> | <u>Interviews CESO Regions</u> | <u>Interviews Ind. Ass.</u> | <u>Telephone Indian Bands</u> | <u>Review Files CESO</u> |
|--------------------------------------|-------------------------------|-------------------------------|-------------------------------|------------------------------------|---------------------------------|-----------------------------------|------------------------------|
| 1. Focus and Scope of CESO | X | X | X | X | | | |
| 2. Indian Input | | | X | | | | |
| 3. Client/consultant relationship | | | X | X | | | X |
| 4. CESO as Developer | | | X | X | X | | X |
| 5. Access to CESO | X | X | X | X | | X | |
| 6. Administrative Arrangements | X | X | X | X | | | |
| 7. CESO Orientation | | X | X | X | | | |
| 8. Alternatives | X | X | | | X | X | |

Note: Indicated above are potential sources of information to specified questions.
All approaches may not be recommended for each question.

III INDIAN MANAGEMENT ASSISTANCE PROGRAM

A. Background

Under the Indian Management Assistance Program (IMAP), the University of Western Ontario (UWO) provides co-ordination and orientation for the hiring of university and community college students by INAC regions. The students provide advisory services to Indian bands during the summer period.

The objectives of the program are as follows:

- ° to provide assistance to Indian businesses at a relatively low cost;
- ° to increase contact between Indian managers and various business schools for their mutual understanding and advantage; and
- ° to increase summer employment opportunities for students enrolled in business and management programs.

Every year an annual report of IMAP is prepared by UWO and submitted to INAC. These reports are extremely detailed and complete and include:

- ° recommendations for improvement of IMAP in the subsequent year;
- ° a description of work carried out by each student including a list of projects; and
- ° recommendations for improvements in INAC's role in IMAP and in other endeavors.

The annual report is reviewed by the INAC program manager who then submits his own recommendations to the Regional Director General (RDG) of Band Support. These form the basis of negotiations with UWO for program terms and conditions in the subsequent year.

The only known independent review of the program is the short appendix on IMAP in the 1978 Hickling-Johnston report.¹ The report describes the operation of the program in its first four years and makes several suggestions for operational improvements which, according to subsequent annual reports, were implemented by the program.

1. Source: Hickling-Johnston, An Evaluation of Advisory Services, Appendix A. 1978

In the study it was noted that the impact of the program could only be assessed by contacting the Indian clients of the program. It was suggested that this approach was too costly and time consuming for a program of this size.

The program expenditures noted in the report are \$60,000 for 1975 and \$117,000 in 1976. The cost of the program has continued to increase: \$194,000 in 1982-83; \$228,000 in 1983-84, and \$300,000 in 1984-85.

B. Potential Evaluation Issues and Approaches

Again, the advisability of undertaking an effectiveness evaluation that will require contacting Indian clients must be considered. As was mentioned earlier, the conduct of such a study can be very costly. On the other hand, the expenditures under the program have increased substantially over the last few years and an assessment of the value received for money spent would be extremely useful. After CESO, UWO is the largest provider of advisory services on an annually renewed contract with INAC. Also, as is indicated in the analysis of information gathering options for CESO, costs can be minimized by collecting data via telephone interviews, if this technique proves appropriate.

Although we know from the IMAP annual reports that students consider the program to be a success when they prepare their submissions for the reports, it might also be useful to determine what the longer term effects of IMAP have been on student participants. A mail-out questionnaire would likely be an appropriate data-gathering tool for the students.

Also, as in CESO, interviews, including telephone interviews with regional participants and academic advisors, would be carried out and available data, including annual reports, would be reviewed.

Possible issues to be addressed through these three approaches include:

1. Impacts and Effects

- ° What have been the impacts and effects of the program:
 - on the Indian client?
 - on the study participant?

Has the advice received and contact with the students been valuable for the Indian client?

2. Objectives Rationale Issues

- ° Are the objectives for the program shared by INAC, HQ, INAC regions, students and academic advisors, UWO and Indian participants?

3. Program Awareness

- ° Are Regional officials generally aware of the UWO program and how do they use it? Upon what criteria are requests for UWO students made? How is the availability of IMAP students made known to Indian bands?

4. Assignment Process

- ° How are potential Indian clients identified? How are prospective students identified? Has the matching been generally successful?

5. Size and Cost

- ° Is the program currently operating at its optimum capacity (i.e. should number of students be increased or reduced)?
- ° Is the program's overhead cost appropriate?

6. Review and Evaluation Mechanisms

- ° Are there adequate mechanisms in place for INAC review and evaluation of program activities?
- ° What feedback do Indian clients give to the students, UWO, INAC regarding the assistance received?

7. Focus of Advice

- ° What is the content of the advice provided by IMAP? Is this the appropriate focus? Could IMAP be used as a major vehicle for management development skill transfer to Indian bands?

8. Orientation

- ° How successful is the orientation program in preparing students for their assignments?

9. Cost-effectiveness

- ° Is IMAP a cost-effective way of providing advisory services to bands? What is the cost relative to CESO and other advisory services and is it appropriate for services rendered?

C. Study Design

As is indicated above, the possible study options comprise three packages as follows:

1. Interviews and review of existing data;
- ✓ 2. Telephone interviews with Indian bands (assume 50 interviews); and
3. Mail out questionnaire to student participants (assume 50 returns).

It is estimated that each of these packages would involve a similar investment of time and would each cost about \$12,500 in professional fees. Please see attachment I for a detailed work breakdown. 11

Package one, the interviews, is essential background for the review, establishing the context for the analysis of impacts and effects in the other two studies. Accordingly, it is the highest priority and should precede work in the other packages.

It is noted that INAC does not have information on the Indian view of IMAP. As a consequence, the collection of data from past clients of the program through package two should be the next priority in the review of IMAP. 11

TABLE II

Potential IMAP Issue/Approach Analysis

| <u>Issue</u> | <u>Interview INAC HQ</u> | <u>Interview INAC Reg.</u> | <u>Interview UWO Program Managers</u> | <u>Interview UWO Students</u> | <u>Indian Assoc.</u> | <u>Survey Past UWO Students</u> | <u>Telephone Indian Clients</u> |
|---|------------------------------|--------------------------------|---|-----------------------------------|--------------------------|-------------------------------------|---|
| 1. Impacts and Effects | | | | X | X | X | X |
| 2. Objective Rationale and Achievement | X | X | X | | | | |
| 3. Program Awareness | | X | | | X | | X |
| 4. Assignment Process | | X | X | | | | |
| 5. Size and Cost | X | X | X | | | | |
| 6. Review and Evaluation Mechanisms | X | X | X | X | X | X | X |
| 7. Focus of Advice | X | X | X | X | | X | |
| 8. Orientation | | X | X | X | | X | |
| 9. Cost-effectiveness | X | X | | | | | |

Note: Indicated above are potential approaches to data collection.
Recommended approaches to issues do not necessarily include all
of the above.

IV SUMMARY

The potential work packages for the review study of CESO and IMAP, and their estimated costs, can be summarized as follows:

| | <u>\$</u> |
|---|-----------|
| - CESO interview and existing data review | 16,000 |
| - IMAP | |
| 1. interviews and existing data review | 12,500 |
| 2. telephone survey of Indian clients | 12,500 ✓ |
| 3. mail-out questionnaire to past IMAP students | 12,500 |

It is suggested that only packages one and two of IMAP be carried out at this time along with the CESO review. If these three elements in the review were carried out independently, the cost is estimated at \$41,000. Some economies would, however, be gained if the three studies are carried out simultaneously. In this manner, the overall estimated cost in professional fees of the three studies would likely be reduced by \$4,000 resulting in an overall study cost of \$37,000. Details of the cost estimates can be found in Attachment D-1.

ATTACHMENT D1

CESO/IMAP
WORK OUTLINE AND COSTS

A. CESO REVIEW

| <u>WORK STEPS</u> | <u>EST. WORK DAYS</u> |
|--|-----------------------|
| 1. Read background documents | 3.0 |
| 2. Interview INAC headquarters | 2.0 |
| 3. Develop interview guides for CESO HQ, Regions, INAC Regions | 3.0 |
| 4. Conduct interviews at CESO Headquarters | 2.0 |
| 5. Review files at CESO Headquarters | 2.0 |
| 6. Conduct interviews at an INAC Regional office and CESO Regional Office | 2.0 |
| 7. Interview Indian associations | 2.0 |
| 8. Conduct telephone interviews with INAC Regional Offices and CESO Regional Offices | 4.0 (2) |
| 9. Analyse data gathered and write report | 8.0 |
| 10. Review and revise report. | <u>4.0</u> |
| TOTAL | 32.0 |

ESTIMATED COST: - 32 DAYS X \$500 = \$16,000
- Travel costs extra

B. IMAP REVIEW

Package One:

Interviews and Review of Existing Data

| <u>WORK STEPS</u> | <u>EST. WORK DAYS</u> |
|--|-----------------------|
| 1. Read background documentation | 2.0 |
| 2. Conduct Headquarters interviews | 1.0 |
| 3. Review annual reports for IMAP | 2.0 |
| 4. Develop interview guide for data collection | 3.0 |
| 5. Interview program managers and past IMAP students at UWO campus, review UWO files | 2.0 |
| 6. Interview Indian associations | 1.0 |
| 7. Interview INAC Regional Offices by telephone | 3.0 |
| 8. Interview IMAP academic advisors by telephone | 3.0 |
| 9. Analyse data and write report | 6.0 |
| 10. Review and revise report | <u>2.0</u> |
| TOTAL | 25.0 |

ESTIMATED COST: - 25 DAYS X \$500 = \$12,500
- Travel costs extra

B. IMAP REVIEW (cont'd.)

Package Two:

Telephone Survey of Indian Clients

| <u>WORK STEPS</u> | <u>EST. WORK DAYS</u> |
|--|-----------------------|
| 1. Read background documentation | 2.0 |
| 2. Develop questionnaire and data analysis methodology | 3.0 |
| 3. Conduct telephone interviews with Indian clients - assume 50 bands and 5 interviews per day | 10.0 |
| 4. Analyse data from telephone interview | 4.0 |
| 5. Write report | 3.0 |
| 6. Review and revise report | <u>3.0</u> |
| TOTAL | 25.0 |

ESTIMATED COST: - 25 DAYS X \$500 = \$12,500
- Travel is extra

Package Three:

Mail Out Questionnaire to Past Students of IMAP

| <u>WORK STEPS</u> | <u>EST. WORK DAYS</u> |
|--|-----------------------|
| 1. Read background documentation | 3.0 |
| 2. Develop mail-out questionnaire and data analysis methodology | 5.0 |
| 3. Search out names of IMAP students and mail out questionnaires | 2.0 |
| 4. Analyse material in returned questionnaires | 9.0 |
| 5. Write report | 4.0 |
| 6. Review and review report | <u>2.0</u> |
| TOTAL | 25.0 |

ESTIMATED COST: - 25 DAYS X \$500 = \$12,500
- Travel is extra

APPENDIX E

ADVISORY SERVICES STEERING COMMITTEE

LIST OF MEMBERS

ADVISORY SERVICES COMMITTEE MEMBERS

Indian and Northern Affairs Canada (INAC)

Percy Barnaby
A/Director
Band Training and Advisory Services Directorate

Glen Barker
A/Chief
Development/Advisory Services Division

Bill Elliot
Program Officer
Program Development & Implementation Division

Lorna Tate
A/Senior Financial Advisor
Band Financial Administration Division

Marcel Fortier
A/Chief
Operations Division

Murray Nelson
Management Practices Branch

Nicole Dillman
Program Evaluation Branch

André Hebert
Program Evaluation Branch
(replaced N. Dillman)

Assembly of First Nations (AFN)

Alayne Bigwin
Assembly of First Nations

Harry Bombay
Assembly of First Nations