

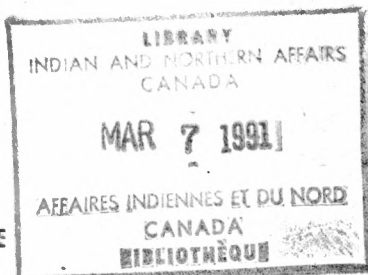
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EVALUATION REPORT ON THE
COMMUNITY DEVELOPMENT PROGRAM

FOR THE FEDERATION OF
SASKATCHEWAN INDIANS

AND

INDIAN AFFAIRS BRANCH

January 31, 1975

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Community Development #5

A C K N O W L E D G E M E N T S

The Evaluator wishes to acknowledge with thanks, the assistance received from the many persons involved with the Community Development Program of the Federation who made it possible to obtain the information necessary for this report. Since they were limited in the recorded information available on the program, much of the information had to be obtained from other sources. Specially the assistance of the following are acknowledged:

- THE PROGRAM DIRECTOR WHO MADE MOST OF THE ARRANGEMENTS.
- THE MEMBERS OF THE EVALUATION COMMITTEE WHOSE HELPFUL SUGGESTIONS ENABLED THE DESIGN FOR THE EVALUATION TO BE STRENGTHENED.
- CARL BEAL WHO CONDUCTED SOME OF THE WORKSHOPS AND DENNIS CROWE WHO CARRIED OUT THE COMMUNITY INTERVIEWING.
- MEMBERS OF THE PROVINCIAL BOARD OF THE FEDERATION, THE PROGRAM STAFF AND THE INDIAN SENATE.
- THE CHIEFS AND/OR THEIR REPRESENTATIVES WHO ATTENDED AREA WORKSHOPS.
- BAND MEMBERS WHO ALLOWED THEMSELVES TO BE INTERVIEWED.
- REGIONAL AND DISTRICT STAFF OF INDIAN AFFAIRS WHO PARTICIPATED IN WORKSHOPS.
- SENIOR HEADQUARTERS STAFF OF INDIAN AFFAIRS WHO WERE AVAILABLE FOR INTERVIEWS AND WHO PROVIDED BACKGROUND FILE INFORMATION.

SPECIAL THANKS MUST ALSO GO TO MY SECRETARY WHO SPENT MANY HOURS IN THE TYPING OF THIS REPORT.

P R E F A C E

The request for this evaluation was made to obtain an outside independent and objective view on the Community Development Program which the Federation of Saskatchewan Indians has been implementing under an agreement with the Department of Indian Affairs and Northern Development. The purpose of an independent evaluation is to give maximum credibility to the results and to suggest areas for possible program change and modification. In carrying out such an evaluation, the evaluator must follow principles of logic in his approach and apply critical scientific tests to the findings. In assessing findings it is necessary to consider all factors which might have produced a certain result, rather than assume causal relationships because two events happened together or in sequence. This means the evaluator may not be able to state opinions about results with the degree of certainty which participants might like to see or he may reach different conclusions as to the reasons for certain results than are reached by the participants.

In addition evaluation being a critical process also tends to be seen as a threat by some participants who view the evaluation as designed to measure whether they have or have not been doing their jobs. It is natural that such reactions will result. However, participants should never see the conclusions as a measure of their personal adequacy or inadequacy but rather as findings which can give them clues to how they can improve the program and their own contribution to it. As such the evaluation should be capable of helping both those who make decisions and those who implement them, to take a fresh and more detached view of what they have been doing and how they have been doing it, as well as to help them learn from the results. To the extent that they can approach the evaluation from this point of view, it should be a process which contributes to both the growth, development and maturity of themselves as individuals and to their organization as a vehicle by which its members can achieve their objectives.

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THE FEDERATION OF SASKATCHEWAN INDIANS
COMMUNITY DEVELOPMENT PROGRAM
AN EVALUATION REPORT

SECTION I BACKGROUND

I. INTRODUCTION

This is a report on a review and evaluation of the Community Development Program, implemented by the Federation of Saskatchewan Indians, under an agreement with the Indian Affairs Branch of the Department of Indian Affairs and Northern Development. The evaluation was undertaken at the request of the federation and with the involvement of the Indian Affairs Branch of the Department.

The report is being presented in a form which the evaluator believes will make it comprehensible to both those who have had a role in the implementation and to the uninitiated who have no prior knowledge of the program.

The report briefly examines the historical roots of the program, events leading to its inception and why and how the program was implemented. It also examines the results as viewed by various participants and validates these where possible with recorded information and factual data based on social indicators which may identify the impact of the program. The evaluator from this background data, draws conclusions regarding the program and its success and sets forth recommendations for future programming.

II EVENTS PRECEDING THE FEDERATIONS' COMMUNITY
DEVELOPMENT PROGRAM

In the early 1960's, it was becoming clear that traditional approaches to programming for Indian needs and

problems were not producing the desired results. This conclusion was reached on the basis of mounting evidence of serious social disintegration in Indian communities which showed itself in increasing dependency, massive social problems, and in the development in some areas of serious tension and conflict between Indian communities and neighbouring white communities.

The use of community development as a method of promoting and assisting in the development of poor and disorganized people, was being tried, with some success, in many of the so called underdeveloped countries. It was also being experimented with as a means of dealing with the problems of poor people and minority groups in the United States. It is not clear from information available whether the initiative to introduce community development into the programming of Indian affairs came from within the political system or the bureaucratic system. However, the initiative lead to the employment of Mr. Walter Rudnicki, who was an acknowledged expert in community development, to formulate the framework for a program which could be implemented by the Indian Affairs Branch.

The program proposal, which was developed, had an extremely broad focus. It was based on the concept of a self help process leading to human resource development. The process was to potentially encompass all matters which in some way might contribute to the development of self help activities leading to personal development. The recipients of the service themselves would be allowed to determine what their needs and problems were and how they could best help themselves.

The role of the Worker would be to respond on their terms and to assist them to get organizations and agencies responsible for delivery of services and resources to respond to their needs.

The Indian Affairs Program was launched in 1965. The original intent was that the department would hire its own staff to deliver the service wherever needed by Indian bands across Canada. At the same time, a number of Provinces were already involved in or interested in implementing community development programs. The department had limited resources and could not serve all communities. In some areas, poor Indian communities were adjacent to or a part of communities where there were metis and some whites living in similar circumstances. It was, therefore, seen as desirable to make an

arrangement with the provinces to have them provide services in such areas with costs to be shared on the basis of the proportion of registered Indians in the area served.

There were still areas not being served by either the province or the federal department. This opened the way for other groups such as the Company of Young Canadians, the Mennonite Church, a University Students Group, and others, to enter the field.

This resulted in a lack of co-ordination, led to confusion, and in some areas reactions of hostility by the Indians to the Community Development Workers. These factors plus the very broad and all encompassing but vague definition of what community development was, created further problems, some of which lead to a disillusionment in the political and bureaucratic system with the program.

Although Indian Affairs drew back some from its original plans, the program did continue on a more limited basis than originally planned. By 1969, Indians in various parts of Canada were becoming disillusioned with the results of the community development program. Provincial Indian associations were developing a relatively strong position as the political spokesmen for the Indians. There was also a school of thought developing which said that community development could not be effectively implemented by staff employed by a bureaucracy. This school of thought further claimed that for such a program to be effective, it must be implemented by organizations representative of the poor and it must be staffed by indigenous people who had experienced the problems of their group. It was believed that only such workers could understand and effectively work with the poor.

This reasoning was adopted by Indian organizations who began to petition the Federal Government to allow them to take over and deliver the program, with the Federal Government providing the funding. The first such agreement was entered into with the Manitoba Indian Brotherhood. The Federation of Saskatchewan Indians, disillusioned with the results of the Indian affairs program, passed a resolution at their annual conference in the fall of 1969 instructing the executive to negotiate with the Federal Government to take over the community development program for Indian people in Saskatchewan.

This led to negotiations with the Minister and the agreement that a task force made up of Indian affairs staff, Federation representatives and consultants, would be established

to study the question of community development, examine the alternate ways of delivering the service and make a report to the minister. This task force was funded by the Indian Affairs Branch. This resulted in the presentation to the Minister, by the Federation, in May 1970 of a proposal for the Federation to enter into an agreement with the Department to assume responsibility for the implementation of the program on behalf of Band Councils in Saskatchewan.

III THE COMMUNITY DEVELOPMENT AGREEMENT AND ITS NEGOTIATION

Following May of 1970, a number of meetings took place between the Federation, the Minister and senior officials of the Indian Affairs Branch. The records are clear on the fact that the minister made a commitment to transferring the program to the Federation and instructed his officials to work out the details. What is less clear is whether he made specific commitments about the level of resources which would be provided and when the transfer would take place.

Records of meetings between Federation representatives and Indian Affairs indicate problems regarding where the funding for the program would come from and how quickly the federation would move to implement the program. The federation was requesting a substantial grant for 1970-71 fiscal year in excess of \$300,000. Indian Affairs were only able to offer about one third of that amount including money for a training program. The Indian Affairs proposal was that some staff be recruited and a training program be implemented. At the same time, the federation could begin some developmental work which would lead to the establishment of the program in a limited number of areas.

(Negotiations eventually resulted in additional supplementary funds being made available for the program, allowing the federation to proceed to implement in part its plans for 1970-71 as a prelude to moving into a program available in all areas of the Province in 1971-72. An amount of \$500,000 was earmarked for the following year in departmental budgets for this purpose.

During these negotiations, the terms of reference for the agreement between the department and the federation were also negotiated. These negotiations appear to have gone more smoothly. They led to the signing of an agreement on October 2, 1970. (*SEE APPENDIX "F").

That agreement provided the following terms of reference for the program:

(a) a definition of Community Development Services as follows: services designed to encourage and assist people to participate in improving the social, economic and cultural conditions of life of their community.

(b) that the consent of Indians who live on a reserve be obtained before implementing the program. This consent to be in the form of a band council resolution requesting the service.

(c) the establishment of an Executive Committee made up of two representatives nominated by each, the Minister and the Federation, and a fifth representative selected from the public at large by these representatives.

(d) the terms of reference for the executive committee were as follows:

1. submit to the regional director each year proposals indicating areas to be served, program details, cost estimates for implementation, assessment of staff and materials to implement the program, etc. These proposals to have been approved by the Federation prior to submission to the regional director.
2. to determine qualifications for staff and the nature of training required.
3. to annually review the progress of the program and submit its findings to the regional director.

(e) The provisions for financing which provided for advances, claims, accountability, auditing, costs covered by the agreement, etc.

The Indian Affairs Branch officials viewed the program as one limited to the process of self realization and people development. It did not visualize that it would include bringing together capital, programs, and other resources to achieve concrete developments, i.e. it would basically involve a process of "social animation". The Federation seems to have had a much broader view of the program similar in some respects to the original program of Indian Affairs Branch. However, it also saw the most important aspect of the program being leadership development and seems to have focused its major efforts in that area.

SECTION II THE COMMUNITY DEVELOPMENT PROGRAM OF
THE FEDERATION OF SASKATCHEWAN INDIANS

Although the terms of reference for the community development program were not well established when the agreement to implement the program was signed, the Federation had presented the task force report to the Indian Affairs Branch in May of 1970. This report identified the general intent of the program. The agreement followed the presentation of that position paper and it is agreed by Federal officials that they and the Minister were in general agreement with the content of that statement.

From the statement it is possible to identify the following terms of reference for the program.

(A) PURPOSE

The purpose of the program was to provide the Indian people with the means whereby they could work towards improving their social, economic and cultural circumstances through self-help.

This purpose was based on the belief of the federation, "that Indian people want to become actively involved in the development of their communities and through this, in self development".

The purpose which Indian Affairs Branch had in mind in transferring the program was similar to that stated by the federation in the task force report.

(B) OBJECTIVES

The Federation in its submission did not set out a list of specific objectives which it hoped would be accomplished by the program. However, it did identify general objectives which can be summarized under the following headings:

1. Self help objectives
2. Local management and control objectives
3. Leadership development objectives
4. Personal and cultural identification objectives

The objectives under each of these headings which can be identified from the position paper of May 1970 are as follows:

1. Self Help Objectives

(a) to enable Indian people to participate in improving their circumstances through self help programs.

(b) to give Indian people an opportunity to become actively involved in the development of their communities.

(c) to involve Indian people in seeking solutions to their own needs and problems.

2. LOCAL MANAGEMENT & Control Objectives

(a) to promote community decision making by Indian people.

(b) to promote the transfer to Indian communities of the authority and responsibility for managing their own affairs.

(c) to assist Indian people to develop skills to

accept and exercise their responsibility.

(d) to develop the program as a consistent resource ensuring continuity and access to Indian communities.

(e) to develop a comprehensive program available to all Indian communities.

3. Leadership Development Objectives

(a) to promote the development and emergence of Indian leadership.

(b) to encourage greater participation in leadership activities and in leadership selection by Indian people.

4. Personal and Cultural Objectives

(a) to provide Indians with opportunities to prove themselves as Indian people.

(b) to give Indian people an opportunity to identify themselves as adequate people through the achievement of success in individual and community self help activities.

(c) to help Indians develop a more positive cultural identification both at the individual and group level as a means of overcoming feelings of hopelessness, dependence and frustration.

Given the fact that Indian Affairs accepted the position paper, they are also on record as stating that they were in sympathy with these general objectives of the program.

(C) PROGRAM ACTIVITIES

The Federation's submission did not have a section on program activities as such. However, it did have a substantial

section headed Job Description. This section outlined in detail the duties of the staff at various levels in the program. From this description of staff duties, it is possible to infer the kinds of activities which it was anticipating, would be the program or service delivered by the Community Development Workers. The various activity areas can be briefly summarized as follows:

1. LIAISON ACTIVITIES

(a) The program director by establishing and maintaining co-operative working relationships with Indian communities, the mass media, political leaders, government officials, and management in private organizations. The purpose of these relationships was to be the promotion of the objectives of the community development program by explaining the objectives and aspirations of the Indians. This was to be accomplished in personal contacts and by speaking to groups concerning the economic, social and cultural characteristics of Indian communities.

(b) The Area Supervisors by establishing and maintaining co-operative working relationships with local Indian leaders and with regional and local officials in government and private organizations. This was to be done by attending meetings to explain the objectives of the program and the role of the staff. Supervisors were also to work with staff in various agencies to ensure that their services were provided in ways which supported the objectives of the community development program.

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(c) The Field Worker was to establish relationships with local Indian leaders, groups, and individuals and with service personnel in service agencies. This was to lead to increased co-operation between Indians and non-Indians. This was to be accomplished through opening channels of communication between Indians and government and non-government staff and by providing advice to or seeking advice from these resource agencies and people at the local level when it was required.

2. ACTIVITIES PROMOTING PARTICIPATION

The primary responsibility for the promotion of the participation of local Indian leaders and local Indian people in achieving the objectives set for the program, was to rest with the community development field worker. The Director of the program and the area supervisors would have primarily a support role in this area of activity.

The field workers were to:

- (a) promote the participation of Indian people in their social, economic, and cultural development so that they could develop that potential which would enable them to be self reliant and to manage effectively their individual and community affairs. This was to be accomplished by helping Indian communities by:
 - identifying community problems
 - encouragement and moral support
 - promoting the discussion of Indian grievances and controversial issues which were creating local tension.

- working with groups to assist them to develop organizational and problem solving skills

3. COLLABORATIVE PLANNING

By assisting local bands to plan community development approaches and to establish community goals and priorities consistent with community needs. This was to be done by:

(a) obtaining information from appropriate resources and making this information available to community people.

(b) by assisting people to study the socio-economic characteristics of their communities including subjects such as history, traditions, culture, methods of obtaining a livelihood, community structures both formal and informal; etc.

(c) by reviewing and sharing information from research findings, policies, programs, etc., and by reviewing publications put out by government and non-government agencies, and where appropriate, sharing these with Indian people.

(d) by involving community leaders, residents, government personnel and officials and others, in discussions with Indians, regarding their development needs and plans, and their problems.

4. RELATIONSHIP DEVELOPMENT ACTIVITIES

Workers were to cultivate personal relationships with Indians both on a group and individual basis as a means of developing confidence and trust and to interpret their role and function. This was to be done through;

(a) informal meetings in homes and at places where people gather in the community.

(b) by participating with community people in their community activities.

(c) by helping Indian people understand how the workers could assist the community with its development.

5. CONSULTATION AND SUPPORT ACTIVITIES

The worker was to act as an intermediary and consultant to band councils, committees both local and regional, and with individual Indians to help increase co-operation between Indians and Indian Affairs, with a view to promoting local development, local management and local control, to assist local groups to make appropriate use of available resources and to ensure that Indian Affairs was responding to the needs and problems of Indian people as perceived by them.

6. EVALUATION ROLE

The worker was to evaluate the results of past activities by Indians and Indian Affairs and determine the validity of these as well as the need for changes and modifications in approaches and priorities. This was to be accomplished through:

(a) examining with Indian people development

progress where efforts were being made.

(b) helping Indian people assess the changes which were taking place in their attitudes.

(c) by obtaining information about developments and sharing it with local Indian leaders, the Federation, Indian Affairs staff, etc.

(d) by helping Indians relate their achievements to their goals and expectations as a means of promoting community self evaluation and planning.

D. PROGRAM IMPLEMENTATION:

1. ORGANIZATIONAL FRAMEWORK

The organizational structure used by the Federation to deliver the program in some aspects parallels that of the Indian Affairs Branch. The responsibility for implementing the agreement is lodged with the provincial council and executive of the Federation. Policy and program development was to be based on a partnership arrangement with Indian Affairs.

The overall responsibility for the day to day management of the community development program is the responsibility of the Executive Director of the program. He is assisted in financial management and control by the central financial and bookkeeping unit of the Federation.

In the program implementation and supervision of field staff, the director is assisted by the six area supervisors. They are responsible for program development in their area, supervision and direction of area staff, and to ensure that suitable procedures are developed for area delivery of the program and for program accountability. The community development workers are responsible for direct delivery of

the program to the Band Councils and the Band Chief. Where agreed, they also work with other groups at the reserve level and in some instances with individuals in the community.

2. WORKING LEVEL

Since the Federation is a provincial organization of Band Councils, it relates to Indian communities through the Chief and Band Council. The field workers' major contacts and their community development role is carried out with the indigenous leaders rather than directly with the grassroots community residents, as might be the case in non-Indian communities. The Band Council is the elected representatives of the Band and has local government responsibility including responsibility for service delivery. (FOR FURTHER EXPLANATION *SEE "ORGANIZATIONAL CHART - APPENDIX "A"). This means the process must concentrate on leadership development rather than animation of local residents.

The methods used by the field worker therefore, are different than those of the community development worker, working with disadvantaged groups in other settings. Leadership identification, group animation, developing indigenous organizations, etc., are not a significant part of the role of the worker. There already is a well identified group, the Band. The Band Members have chosen their leaders who make up the responsible elected government body, the Band Council.

As a result the process had to be focused on leadership development and support, advice and consultation to the Band Council, etc. As well, the field worker had an important information role and served as a channel with outside resources and agents, including the provincial structure of the Federation. He also assisted with liaison, planning and

resource utilization. Direct intervention in the community only took place at the request of or with the permission of the Band Council or Chief.

3. AUTHORITY AND RESPONSIBILITY

As the program is structured the authority and responsibility to select and hire staff, the training and supervision of staff, as well as the dismissal of staff rest with the program director and ultimately with the board of the Federation. In its early stages, the program operated strictly on this basis. As relationships developed with band councils and as chiefs were brought together for meetings and workshops relating to common problems and needs, a district structure of band councils has begun to evolve. In some districts, the districts groups are structured as district boards. In other districts, they function on an informal basis. As this structure has evolved it has begun to play a role in a number of areas.

Although the development of district involvement varies considerably from one area to another, the district chiefs are increasingly asking that they be given a greater role in for staff selection and in the hiring and firing of staff. They are also increasingly increasing their role in setting goals, objectives and priorities for the program in their area. They as well, in some cases, provide some direction to field staff.

4. THE EXECUTIVE COMMITTEE

The agreement between the Federation and the Indian Affairs Branch provided for a partnership between the Branch and the Federation in program implementation. To facilitate

this an Executive Committee was established to assist both the Board of Directors and the Director of the program. This committee consisted of equal representation from the Federation and the Indian Affairs Branch, plus a consultant. The committee met regularly, usually monthly. In practice the committee limited its role to matters dealing with management, funding and resource levels, and financial accountability and control. It did not play a significant role in program and policy development or in staff development as provided for in the agreement.

5. THE LEVEL OF RESOURCES

The Federation has been provided with an annual budget of approximately five hundred thousand dollars (\$500,000) over the period of the agreement, to implement the program. This covers all staffing for the program, travel, administration, facilities, supplies, etc. The resources for training also were covered in this annual allocation.

The staff resources for the program on the average were as follows:

PROGRAM DIRECTOR - 1

AREA SUPERVISORS - 6

FIELD STAFF

YORKTON AREA - 2

FT. QU'APPELLE - 5

SASKATOON - 3

PRINCE ALBERT - 6

NORTH BATTLEFORD - 4

MEADOW LAKE - 4

ADMINISTRATION - CLERICAL - 5

E. THE TRAINING PLAN

When the program was established, it was recognized that the necessary pool of staff trained and experienced in community development work did not exist in the Indian community. Therefore, a training program was planned and implemented. The responsibility for planning and organizing the program was assigned to a staff member who had been seconded by the Indian Affairs Branch to the Federation to assist in the initial transfer of the program from Indian Affairs to the Federation.

An initial training program for all staff was held soon after the program was transferred in 1970. There were regular follow-up training sessions approximately every three months for the first several years. These training sessions were generally one week in length. The frequency of training has decreased in the past year and one-half. This has happened for several reasons. More responsibility has been assigned to supervisors to train workers on the job. Secondly, the Federation no longer has access to a staff person to specifically plan and arrange training sessions. This responsibility is to be assumed by the cultural college in Saskatoon. To date the college has been too preoccupied with other training programs and demands to allocate time for this training program.

The training plan developed provided for training in the following areas;

- Sensitivity Training
- Group Dynamics
- Community Development Philosophy

- The Federation and the Community Development Program
- Community Development Methods
- Information re: services and resources.
- Treaty rights, the Indian Act, etc.

F. REPORTING AND MONITORING

One of the requirements of the agreement with the Indian Affairs Branch is that of program reporting. An annual program report is required under the terms of the agreement. To enable the Federation to provide such annual reports, each worker is required to prepare a daily narrative summary of his activities. These are to be submitted to the supervisors who in turn submit them to the Director on a monthly basis. The information from these reports form the basis of the annual reports prepared to date. These were part of the information available for the use of the evaluator.

These reports have also been used by the supervisors and director to assess the work of individual staff and to assist them in carrying out their role in the field.

The Federation is also required to provide quarterly audited financial statements to Indian Affairs showing how monies received have been used. These reports form the basis of progress payments under the agreement. They also form the basis on which Federal Auditors determine if expenditures are within the terms of reference of the agreement and of the fiscal year budget allotted for the program.

In addition, there was an agreement that there should be a thorough evaluation of the program at the completion of the agreement to assess results and to provide direction for future programming. The ongoing monitoring of the program and the responsibility to make program adjustments and modifications rests with the senior staff of the program and the Federation board. Although the Federation had no formal mechanism to carry out this monitoring, periodic reviews of the program have been conducted by the Board and staff as problems were experienced in the program.

SECTION III THE EVALUATION PLAN

I. INTRODUCTION

As indicated earlier in this report, it had been agreed that the program should be evaluated at the completion of the agreement. To carry out this commitment, the Federation established an evaluation committee which was made up as follows:

- C. D. Director (1)
- Area Supervisors (6)
- Chief Executive Officer
Federation (1)
- Consultant (1)
- Indian Affairs representatives (2)

The evaluator was asked to submit an evaluation plan to the committee for its consideration. The original plan which was submitted October 21, 1974 was modest. It did not provide for any feedback from Senior officials in the Indian Affairs Branch. It also provided for Indian people to be interviewed by the field workers and for only a limited number of area workshops. As a result of discussions at that meeting, the proposal was broadened and also adjusted to ensure independent and objective information gathering. The final plan was presented to the evaluation committee in early November and was approved for implementation. The essentials of the evaluation plan are outlined below.

II PURPOSE OF THE EVALUATION

The evaluation has three basic purposes.

- (a) To fulfill the commitments in the agreement

between the Federation and Indian Affairs.

(b) To determine the extent to which the program is or is not accomplishing the goals and objectives set out at the beginning.

(c) To assess the experience and results with a view to determining the future of the program including its continuation, focus and direction, objectives, program content, needed adjustments to implementation procedures, etc.

III THE GENERAL EVALUATION APPROACH

The evaluation was to assess the purpose and objectives of the program against observed and perceived results. The evaluation would also look at a number of related factors and assess these, either in terms of their impact on the results of the program, or the impact of the program on them. These are to include the following:

- a) The implementation structure
- b) The staffing of the program
- c) The staff Training program
- d) The impact of the community development program on Indian Affairs Branch.

It has been stated that a program which is as nebulous as a community development program is difficult to evaluate or maybe can not be evaluated at all.

Although the difficulties of evaluation are recognized by the evaluator, he does not accept the view that the program cannot be evaluated. If the community development approach is considered a valuable tool in promoting development, then the end product must be some concrete

results by way of social, economic, and cultural improvement and/or change. Therefore, it is the evaluators view that it is possible to identify a number of social indicators which would be related to the various objectives and examine them to determine what results have been achieved.

The evaluator also makes an assumption that the recipients of the service are the ones best qualified to say whether or not the results have been positive, negative or indifferent. The recipients in this case were first the band chiefs and their councils, and second the Indian people. Therefore, information gathered from these sources is being given the most weight in assessing results.

This is not to suggest that the views of program staff, senior officials of the Federation, or of Indian Affairs staff are being ignored or treated lightly in the assessment. The different participants see the results from their own perspective. The value of their views depends directly on how close they were to the program and on its immediate impact on them. Therefore, staff are probably best able to assess the value of the training program and the views of Indian Affairs staff in terms of impact on the branch will be important.

IV LIMITATIONS OF THE EVALUATION

This evaluation has limitations in a number of areas.

(a) No community profiles were prepared of any community in advance against which the circumstances

in the community at this time could be compared. Assessment of social indicators is therefore based on how people perceive the situation and on some limited hard data.

(b) There are a number of variables, all impinging themselves on Indian communities and also having some effect on the situation at the community level. It is not possible to control these and therefore, measure whether changes resulted from these programs or from the Community Development Program. The evaluator is therefore proceeding on the assumption that many of these variables are interrelated and to some extent at least re-inforce each other. Actual social change in a community may result from a combination of factors. The community development workers make the community aware of and help it utilize branch resources appropriately. Some of these resources did not exist previously and their availability showed changes taking place in the bureaucratic system which supported community change.

Indeed it can be speculated that the Community Development Program itself was a sign of political and bureaucratic change. It was a recognition that existing systems were not producing the desired results. Further, it was evidence that the system was prepared to allow some new approaches to develop over which it had limited control.

(c) The information gathered at all levels tends to be quite subjective. Different participants place a different interpretation on specific events and developments, as well as on why they happened. Therefore, much of the data used in this report would not meet the usual scientific test of hard and objective information.

In spite of these limitations, the evaluator is of the view that a comparison of the views of various participants will isolate areas in which there is general agreement. When there is a consensus in a certain area or on a given result, it is generally valid to draw fairly definite conclusions. Likewise it follows that where there is substantial disagreement on results, one cannot draw conclusions which have the same degree of validity or reliability.

V. THE EVALUATION METHODOLOGY

The gathering of information was carried out as follows:

(a) District Leaders

A workshop of one days duration was held with the chiefs from each band or their representatives, in each district. The general format for these workshops was as follows:

- Interpretation of reason for and purpose of the evaluation
- Explanation of how the evaluation was being carried out.
- Each participant was asked to complete a questionnaire providing their own views and responses to the questions posed. (See Appendix B)
- A group discussion during which various aspects of the program were discussed in detail and during which specific examples were sought to support statements being made or impressions being offered by participants.

(b) Indian people

A sample of approximately 230 families to be selected from all bands on a random basis. The number of families to be interviewed in each band was to be related to the number of delegates each band has at the annual conference of the Federation. The interviewing was done by Dennis Crowe, a young Indian, from the Piapot band. Information was recorded on a survey questionnaire (See Appendix C).

(c) Provincial Indian Leaders

A one day workshop was held with the provincial board of the Federation and a one day workshop was held with the Federation's Senate. The format used was the same as that described under a) above.

(d) Community Development Staff

A workshop of one and one-half days duration was held with all field staff and supervisors. The format for the workshop was as described under a) above.

(e) Indian Affairs Staff

A one day workshop with district staff, to include the district supervisor and the supervisor of community affairs in each district. A one day workshop with regional staff including the director and the directors of the various program areas. In addition, the evaluator travelled to Ottawa to personally interview a number of senior staff of the department.

(f) Documents

The evaluator also gathered information from available records. These records included:

- the original submission to Indian Affairs
- background files of the Department
- annual reports prepared by the Federation
- workers and supervisors reports
- staff records
- staff training files and reports
- relevant information from regional files of Indian Affairs Branch
- Minutes of the Management Committee, etc.

VI. ASSESSING EVALUATION FINDINGS

The results of the questionnaires were tabulated, evaluated, compared with other results and presented both in narrative and statistical form in the report.

The results of discussions were summarized and compared to each other as well as against other data. These results are also presented in summary form in the body of the report. Because responses covered a wide range of topics, it has not been possible to present all responses. Those occurring with regularity in the various workshops and on which there is general agreement are included in the report.

The data from files was used to provide much of the background material for this report. In addition, where records were available of program results, this data was compared against other data obtained to validate other

views presented or to determine where there were deviations and hence contradictions between what people perceived and the actual facts as shown by recorded data.

SECTION IV EVALUATION FINDINGS ON PROGRAM IMPACT

I. INTRODUCTION

As indicated earlier in this report, the findings are based on data gathered from a variety of sources, much of which is based on subjective impressions rather than objective measures. Some hard data has been gathered and will be used where available to validate other findings. However, the reader must be cautioned to remember that even where hard data is available to validate other more subjective information it is not possible to establish any definite cause and effect relationship between the results and the program. It is however, possible to say that community development was one of the contributing factors and to identify some of the more specific areas in which the program made a contribution.

The information obtained generally represents a good cross section of the various participants who had a role in the program. In the case of Indian people, approximately 125 interviews were conducted. This was short of the goal of 230 which we had planned to interview. Constraints of time and travel problems did not make it possible to complete the interviewing. However, the sample of 125 is an acceptable sample since it was selected at random and the people interviewed represented 2/3 of the bands in the province. In the workshops with district chiefs, the overall turn out was about 80% or 56 out of 68 bands. This varied from only 50% attendance in one district to 100% attendance in three districts. The representatives at

workshops included both a cross section of the more developed and of the seriously underdeveloped bands, as well as those who had had negative as well as very positive relationships with the federation.

Attendance at the level of program staff and the provincial board was about 90% of the total participants invited to these workshops. In the workshops with Indian Affairs at the district level, one district, North Battleford, was not represented. The regional program directors whose programs were most immediately affected by the community development program were present for the workshop with regional staff. All senior officials in Ottawa who had a role in negotiating the program and in monitoring the program implementation were available for personal interviews. The evaluator also had access to all background files and other documents which contained relevant information both those of the Federation and those of Indian Affairs.

Participants also emphasized that although much positive development had taken place, that only a start had been made. Some bands have made a great deal of progress, others have remained the same, and in some cases, there has been a deterioration. Much still remains to be done.

II. PROGRAM OBJECTIVES

A. The Self Help Objectives

Self help activities were generally defined by participants as those activities for which the initiative developed at the band level. They included local projects of both a short term and more permanent nature. They were generally projects identified, planned, implemented and operated by

local people either with community resources or by using outside resources such as L.I.P., O.F.Y., W.O.P., and other similar short term project funding. In this way they are distinguished from the regular band funded activities and the permanent programs of Indian Affairs branch.

Activities identified by local people and band leaders included,

- a) the construction of community recreational facilities,
- b) community clean up programs,
- c) developing small community parks,
- d) repair and rehabilitation programs on houses and other facilities,
- e) historical and cultural projects,
- f) summer camp programs, 4H Clubs, etc.

In several communities short term resources were also used to fund family counselling and other needed rehabilitation programs for which bands had no program resources.

It was agreed by all participants that the community development workers had played a valuable role in this area. This assistance had been provided in the following ways:

1. By helping bands identify activities which

they could undertake on their own and which were needed in their communities,

2. by encouraging and supporting bands to take action on their own,

3. by sharing with them information about program resources which might be available to assist them,

4. by helping bands set their priorities and plan their activities.

5. by helping bands file application forms with various government agencies and in the preparation of their project submissions,

6. where resources were made available by assisting bands to implement projects.

It was emphasized that not all bands had been involved in such activities since there were not enough resources to go around and since some bands lacked the leadership and initiative to take such action.

The evaluator did not have time to examine any band records to attempt to validate this finding or to measure how extensive such activities were. However, both Indian participants and Indian Affairs staff agreed that this was an area in which community development staff had made a valuable contribution.

The self help objectives also included those activities designed to give Indian people an opportunity to become involved in the development of their community and in seeking solutions to their own problems and needs. These objectives tend to overlap with the local government objectives. A number of relevant findings will be examined in more detail in the next section of the report.

The activities identified above certainly provided such opportunities at one level of development. In terms of long term planning and development, Indian leaders are also generally of the view that the workers assisted them. Where this was not the case it was either because the band didn't call on the worker, didn't understand what he was supposed to be doing, or didn't know about the program. Help in this area consisted of:

1. the provision of information to bands about the programs, resources and policies of Indian Affairs and other government agencies,
2. support and encouragement,
3. assistance in planning, getting access to, and utilizing resources,
4. in some instances assistance with program implementation,

Another particular area in which workers

were seen as assisting and acting as a catalyst was the area of economic development.

A substantial number of economic projects including band farms, sawmills, tourist developments, etc., were identified by Indian people, Indian Leaders and staff. Sixty per cent of the Indian people interviewed and seventy-five per cent of the Indian Leaders identified such developments as having been promoted and assisted by the community development program.

Indian affairs staff seemed to have had limited knowledge of the role of workers in the above areas. They tended to believe that such developments had resulted from Indian affairs activities and happened without assistance from the community development workers. The exception to this view was in the Meadow Lake district where staff were aware of and co-operatively involved in planning and implementing such activities. This is the one district where there exists a good working relationship and hence good communication between Federation Staff and Indian Affairs Staff.

B. The Local Management and Control Objectives

The most significant objective under this heading is the one dealing with the transfer of the authority and responsibility to Indian communities to run their

own affairs. This, of course, also implies that decisions are made at the community level.

It has been the policy of Indian Affairs department for several years to promote local government. This thrust is also generally in keeping with the overall objectives of the community development program. It is not clear from discussions with senior officials or from records examined, how the Department saw the community development program relating to this policy position. It is however possible to offer the observation that at least some Indian Affairs staff and officials saw the program as providing the encouragement and support as well as promoting the leadership development needed to make a policy of local government practical and workable at the local community level.

There is indeed much evidence that there have been substantial developments in local government and local control of programming since the community development agreement was signed in 1970. This evidence is based on both impressionistic data and hard data. It includes the following: Indian people interviewed identified this as an area in which important developments have taken place.

a) over 90% said Indian people were more involved in managing their own affairs,

b) programs being managed by their bands were identified as follows:

TABLE 1

	<u>% approximate</u>	
	<u>Indian People</u>	<u>Indian Leaders</u>
Band Administration	90	80
School Committees	60	79
Reserve School	60	55
Recreation Board	65	70
Health Committee	52	40
Welfare Committee	77	50
Economic Development Committee	70	45
Cultural Committee	65	50
Housing Program	85	70

The second column above gives the percentages of programs managed by bands as identified by Indian leaders in the area workshops. The above figures suggest that in most areas Indian people believed there was greater local control than did the Indian leaders. Since the Indian leaders are most immediately involved their information should be more accurate. Although Indian Affairs staff, the Community Development

staff and the provincial Indian leaders all agreed that there had been significant developments in this area they were not asked to identify these specifically.

How do these findings compare with recorded changes. Indian Affairs records show both substantial progress toward local self government and generally validate the above findings.

The following data was obtained from Indian Affairs records:

	<u>TABLE 2</u>			
	<u>1970</u>		<u>1974</u>	
	<u>No. of Bands</u>	<u>Expenditures</u>	<u>No. of Bands</u>	<u>Expenditures</u>
Band Adminis- tration	29	\$ 339,000	60	\$1,044,500
School Committee	Nil	Nil	48	60,651
School Maintenance Transportation	N.A.	139,045	63	279,858
Recreation	38	111,020	60	149,274
Welfare	N.A.	3,206,000	44	6,509,573
Housing & related services	1	1,400	35	109,875
Local Services, (sanitation, roads, garbage, water)	N.A.	50,300	4	197,800
Policing	Nil	--	1	3,400

TABLE 2 - (continued)

	1970		1974	
	<u>No. of Bands</u>	<u>Expenditures</u>	<u>No. of Bands</u>	<u>Expenditures</u>
Education Programming	19	\$ 14,639	48	\$ 351,000
Economic Development	Nil	--	1	1,500

These statistics are not entirely comparable with those gathered in the survey. There are also some marked discrepancies. For example, housing was ranked high as a program which local bands have assumed responsibility for by Indian people, yet Indian Affairs shows only about 50% of the bands managing their own housing program. However, in other areas such as Band Administration, Welfare, Recreation and Education, statistics are more comparable. The last statistics are as of April 1, 1974. If the trend indicated by Indian Affairs data is continuing it is safe to assume that there has been a further move to local management of programs in the current year. The statistics do support the contention that there have been dramatic developments toward local control and decision making since the Community Development program was transferred to the Federation in 1970.

The following is further data to support this trend.

TABLE 3

	<u>1970</u>	<u>1974</u>
Total Bands involved in programs	48	65
Total money administered by Bands	\$3,935,858	\$9,557,257
Number of Band employees	*Not available	345

Statistics on the number of Band employees were first gathered in 1972. They show a rapid growth in employees since that time with an increase of 200 employees in three years.

TABLE 4

<u>YEAR</u>	<u>NO. OF EMPLOYEES</u>
December, 1972	146
December, 1973	170
December, 1974	345

There seems little question that the transfer of programs to local bands has proceeded rapidly. There is however, disagreement as to whether the Community Development program was involved. Indian Affairs district staff believe developments would have taken place even without a Community Development program and that from their knowledge it did little to contribute to these

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The Indian Leaders and staff claim that Community Development played a significant role. They identify the following as ways in which it assisted.

- Bands were made aware of their rights under treaties and the Indian Act and encouraged to exercise them.
- Information was shared with bands about Indian Affairs' policies and resources and they were assisted to use these.
- Bands were given encouragement and moral support to undertake programs.
- Bands were helped to identify their problem areas and needs and to select appropriate programs.
- Some bands received management advice and assistance.
- Helped establish liaison between bands and Indian Affairs' staff.
- Bands assisted to use their resources more appropriately.
- Bands assisted with program planning.
- Help improve organization of band meetings.
- Participated with bands in the development of the concept of Indian control of Indian education.
- The program has served as a training ground for chiefs, band staff and other local Indian leaders.

- Assisted bands to obtain money for honorariums for the time they devote to band business.
- Assisted bands to bring pressure on Indian Affairs to involve district chiefs in program planning, budgeting, and resource allocation at the district level, etc.

There are several other objectives under this heading which were basically Federation objectives. These were to make available community development services to all areas of the province which bands could depend on and to which they would have access. Before the service was extended to a band there was to have been a band council resolution requesting the service. A total of 48 band councils actually passed such resolutions. As time went on other bands who had not passed resolutions also requested the service on a more informal basis. The practice of the Federation was to extend services to these bands even where there was a reluctance to make the request formally.

Based on the contacts with Chiefs at district workshops it would seem that all Chiefs knew about the program and had some contact with a community development worker. Therefore, they all had access to the program. The actual utilization of the program varied greatly

with reserves. A small number of bands chose not to use the program. A more substantial number indicated they only occasionally saw the workers, or could not get help when they requested it. The program staff indicated that they did not have enough staff time or travel resources to respond to all requests and to serve all bands on a consistent basis.

C. Leadership Development Objectives

As was mentioned earlier in this report, the staff of the program, the provincial board of the federation, and the district chiefs all emphasized that the major method used by workers in carrying out the community development program was to work with band leaders rather than with the band members themselves. It was further emphasized that as a result the major efforts had been on the development of existing leadership and on promoting the emergence and development of new leaders where these were needed. The leaders were to be the means by which the benefits of the community development programs got translated into action with band members at the community level.

What evidence is there that reserve leadership has improved and that there are more Indian people now active in leadership roles? It was generally agreed by all participants that there had been a substantial

turnover of leaders at the level of reserve chiefs and band councillors. There was also a consensus that the current group of reserve leaders were younger and better educated than those of four years ago. To attempt to validate this impression, we gathered certain basic information on the chief of each band where it was available, including his or her age and education. Due to the large number of bands and limited time it was not possible to undertake a similar exercise on band council members.

An examination of this information does show that of 68 band chiefs, only 24 still remained as chief in 1974. This is a significant turnover in leadership at the reserve level. Statistics also tend to validate the argument that chiefs are younger and better educated. Taken as an average the age of chiefs in 1970 was 47 as compared to 44 in 1974. The education level for those available had increased to 7.8 from 6.8. Whether these changes reflected an improved level of leadership is another question. The differences, although significant, are not of such magnitude as to suggest that they would reflect themselves in any major change in skills or attitudes on the part of leaders.

Generally however, there was a consensus on the fact that leadership had improved not only because of the factors mentioned above, but also because of

competition and a greater interest by band members. Elections are now generally contested and voter turnout has increased from levels of 10 to 20 per cent to as high as 65 to 70 per cent in some areas.

The question on leadership was one that was put to the Indian people interviewed. Sixty per cent were of the view that leadership had improved. Indian people were also asked to respond to a number of indicators of leadership improvement. Those who said leadership had improved also indicated some or considerable improvement in all of these indicators (see Appendix C - Question 4a). There was only one item, "Leaders drink less", on which fewer than 90% of the respondents said that there had been improvement.

Another area directly related to leadership is the increasing number of committees and boards at the band council level. These results have already been reported under the section on local control objectives Table 1 and Table 2. These tables indicated that Indian people were aware of much greater activity in these areas. This was supported by Indian Affairs statistics which show that the 68 bands in Saskatchewan had a combined 58 boards and committees in 1970 compared to 304 in 1974. This is a very significant increase. Each of these additional boards or committees requires someone

to play a leadership role. They also provide a training ground for those who have potential for leadership at higher levels in the band.

Staff, chiefs, and provincial board members of the federation were also of the view that band members themselves were showing more leadership. This is shown not only through participation, interest and voter turnout but it is also shown by demands for more frequent band meetings, the turnout at these meetings, and the demands by Indian people on their leadership for more action on development leading to the improvement of their community.

Why has this improvement in leadership taken place. In addition to factors already mentioned in other sections of this report, i.e. information, support, practical help, etc., factors such as leadership rewards were also mentioned. These included the honorarium, opportunities to travel outside the reserve to various places including Ottawa, and the new status and importance given to leadership positions. The Indian people and the leaders were generally in agreement that the Community Development staff had played a large role in these developments. Indian Affairs staff were skeptical pointing to the lack of any formal leadership training program including workbooks.

D. Personal and Cultural Identification Objectives

These are the objectives which deal with the development of skills and competence on the part of individuals as well as the development of skills based on cultural identification. They also deal with the development of those aspects of the culture itself which are unique. The interview schedule used with Indian people asked a number of questions designed to determine whether Indians felt there were improvements related to these objectives. The following are results based on the responses:

1. Did the program bring about improvements and changes. Sixty per cent of the respondents said it had.

2. Specific improvements identified and the percentage of those responding yes on this item were as follows:

- | | |
|----------------------------------------|-----|
| a) Indian people feel more comfortable | |
| about themselves | 66% |
| b) Indian people feel proud of being | |
| Indians | 80% |
| c) Indian people are more aware of | |
| their history | 80% |
| d) Indian people are more aware of | |
| their culture | 80% |

The results also indicated that at least one half of the reserves have cultural committees. This was supported by the statistics gathered from area leaders. In workshop discussions some area leaders also identified the cultural and historical activities in their community being undertaken by the cultural committees.

Evidence of personal development is evident by the increased number of Indian employees, employed by Indian Affairs. There is also evidence of an improved level of competence on the part of Indian leaders at all levels.

It is generally agreed that community development workers were active in promoting cultural and historical activities. They were also active in assisting with self help projects which was one area in which Indian people had some opportunity to prove themselves and to acquire new skills. Other ways in which they assisted in achieving these objectives included the following:

1. Promoting and developing the concept of Indian control of Indian education.
2. Encouraging and promoting the development of Indian language programs.
3. Identifying the need for teaching material and reading material based on Indian culture and folklore.

4. Promoting and supporting the development of the Indian cultural college concept.
5. Promoting and assisting in the development of day nursery programs.

One of the most significant developments which has taken place is that Indian leaders feel more secure as Indian people. This has had a considerable impact on how they carry out their duties and responsibilities. It has also had an impact on some band members who identify with their leaders and who follow their example. The community development workers are seen by band leaders in particular as having helped bring about this development by encouragement and moral support, by telling people they can do certain tasks and by supporting them when they were carrying them out. They have also helped Indian leaders become better informed and through being better informed they were able to cope more effectively with their responsibilities and give better leadership.

III. INDIAN AFFAIRS GOALS

Departmental officials and staff have agreed that the objectives of the Federation are also in keeping with the general objectives of the department. Senior officials in addition stated that an additional goal of the department was that the

community development programs implemented by the native organization should, if they are accomplishing what they were established to do, cease to be needed after a period of four or five years. This is a general assumption that has been made about the community development process in many settings, i.e., it should within a reasonable period of time work itself out of existence.

Since the possibility of the Federation's program being discontinued was recognized as a real possibility by the evaluator this question of continued need for the program was explored in some detail. In the workshops the chiefs all emphasized that the developments on reserves which they pointed to as an example of the success of the program, only indicated that a beginning had been made in upgrading the social and economic circumstances of reserves. On some reserves substantial progress had been made but they will continue to need access to the program for a time to help them consolidate their gains. On other reserves the process of development had just begun and the assistance of the program would be required for some years to come. In other reserves there had been no change and in some cases even a further deterioration of the social and economic aspects of reserve life had taken place. These latter reserves would require intensive help and concentration of effort for some time to come.

This view was supported in discussions with program staff, provincial leaders and regional and district staff of the Federation. There was general agreement that there was a continued need for the kind of services which can be provided by a community development program.

This view was further supported by the responses to questionnaires. Thirty-nine of the chiefs responded to this question and all but one were of the view that the program should be continued. The reason generally given was that only a start had been made on development and more time was needed to ensure that the development proceeded and became a fact on all reserves.

The responses by community people to this question indicated almost unanimous agreement of a need for the continuation of the program. Where reasons were given they were similar to those of the chiefs.

IV. OTHER RESULTS

A. The Definition and Focus of the Program

As indicated earlier in this report the definition of the program was very broad. This led to considerable confusion and a lack of clarity regarding what the program was supposed to provide by way of services. There was an uncertainty about what workers were supposed to be doing and in some cases about what they were doing. This uncertainty was expressed by chiefs.

some program staff and some provincial leaders (members of the Senate). Those expressing such a view were a minority but even those who said they understood what community development was, expressed differing views on exactly what it meant in terms of concrete activities at the community level.

Indian people were not asked specifically if they could describe what they understood the nature of the community development services to be. They however were asked if they knew about the program and how they thought it had assisted Indian communities. 60% of those interviewed had heard of the program. Approximately 55% believed that members of their reserve had somehow been involved in the program. Sixty per cent believed the program had helped bring about development in their community.

Indian Affairs staff, both district and regional, generally expressed the view that they did not know what workers were to do or were doing. They related instances of where some workers had admitted that they did not know what their role was. Indian Affairs staff, particularly at the district level, believed that a major role played by many workers was one of evaluating and monitoring them as individuals and the service they were providing.

B. The Family Counseling Program

As community development workers became involved at the field level they quickly became aware of a number of serious problems relating to family breakdown. There were pressures to deal with this problem and as a result it was proposed that an experimental family counseling program be introduced under the auspices of community development. Indian Affairs made an amount of \$100,000.00 available for a one year period to implement this program. The funding was discontinued after one year.

Indian leaders and the community development staff expressed a continued need for this program. However, chiefs were of the view that it should not be part of the community development service but a separate program. Some believed the program should be implemented by the reserves and others by the Federation. Reasons to support their views varied from problems with "local politics" to "local people who you know are better able to help you if you have a problem".

Indian people interviewed generally did not know about the family counseling program (70%), had had no contact with a counsellor (90%), and did not know why the program was discontinued (83%). However, they were unanimous in expressing a need for such a program to be

implemented in reserve communities. They, too, were generally split on who should implement such a program but 60% said the program should be provided by the band council.

C. The Women's Program

The community development workers also recognized early in their work the need for some special attention to be given to the situation and needs of Indian women. At the same time there were a core of able and articulate leaders emerging among Indian women. They wanted to form an organization. The decision was made to have the community development staff support and promote this development. Some seed money was also provided to assist with early development work. This was viewed as a positive development by both the Federation and Indian Affairs. There was also substantial support among chiefs and Indian people for the Indian Women's organization and program. All but one of the chiefs who responded to this question were of the view that the program was beneficial for Indian women. (34-1). Indian people interviewed were almost unanimous about the benefits of that program for Indian women (96%).

D. Economic Development

This was not a specific objective of the program and could only be achieved very indirectly from the

program objectives. However, the evaluator became aware from workers' reports, the workshops with chiefs and staff, and from other sources that at least some community development staff had promoted and assisted with economic development efforts by providing:

- a) information,
- b) helping reserves plan projects and submit them for funding,
- c) assisting reserves in utilizing resources,
- d) assisting reserves with follow-up.

It must also be recognized that any process of development must include provisions for an upgrading of the income level and/or the economic base of the community. Therefore this matter was pursued both through the workshops and questionnaires. Sixty per cent of the Indian people interviewed identified some economic development which took place in their community. Thirty-four local leaders responded to this question of whom twenty-six identified some economic development in their community. In addition to the development of individual farm units, stores, service stations and other individual enterprises, the following reserves were identified as some who had developed group projects.

TABLE 6

<u>Nature of Project/other</u>		<u>Forestry</u>	<u>Agriculture</u>	<u>Tourism</u>
<u>Bands</u>	Gordon's	Shoal Lake	Beardy's	Loon Lake
	Red Earth	Cote	Joseph Bighead	Canoe Lake
		Montreal Lake	Onion Lake	White Bear
		Waterhen		Sakimay
		Canoe Lake		Piapot
		Portage La Loche		Ochapowace

There are a substantial number of similar projects on other reserves which are in the planning stage.

E. Suggestions for Improving the Program

A number of these such as defining the program more clearly, staffing, training, modifying the organizational framework, improving relations with Indian Affairs branch, etc., have already been or will be covered under other sections of this report. There were, however, a number of other useful suggestions which came particularly from Indian people, Indian leaders and Indian Affairs staff. The included the following:

1. More support for the community development program by local leaders.
2. Community workers to explain and interpret the program to local leaders and community people.

3. More concrete help with development programs and projects.

4. More assistance with program planning and management.

5. Workers who specialize in organizing groups to develop specific opportunities such as fishing, forestry, tourism, etc.

6. Higher salaries, travel allowances and special allowances for northern workers.

7. A research capacity within program.

8. A program manual of policies and procedures.

9. Priorities should be given to reserves which have received little or no community development service.

10. There should be more emphasis on Indian culture.

11. One community development worker for each band.

12. The community development worker should live in the community in which he is working.

13. There is a need for communications equipment and visual aids.

14. There is a need for an improved system for obtaining information about the work being done by community development staff.

Other suggestions for improvement were basically variations of the above. There were several suggestions put forward by only one or several people which were not

supported by others involved in the discussions. These have not been included in the above list.

F. Areas of Conflict

These are being included in this report under a separate heading, although they could have been included under other headings in this section of the report. The evaluator is of the view that they warrant separate comment.

One area about which some district chiefs expressed a concern was the practice of hiring chiefs as community development workers. The following problems were identified:

- actual or potential conflict of interest.
- where will the chief's priorities be?
- will other chiefs be prepared to accept their services?

Indian Affairs staff and officials also voiced concern about this practice, pointing out the actual and potential areas of conflict of interest.

Indian Affairs officials also pointed out what they considered problem areas in having community development programs implemented by an organization such as the Federation. Although they recognized the problems of having such programs implemented by the Federation, they were of the view that similar problems existed within the Federation.

The Federation is an organization of band committees. The chiefs and band delegates elect the chief of the federation and the provincial board. As such they also in theory and in practice, can exercise considerable control over program policy and implementation. It is therefore, difficult for the federation to promote social change at the community level, particularly when this change becomes a threat to the power and self interest of the chiefs. This gives chiefs the incentive to attempt to exercise control over what the community development worker does in his community. Through such control chiefs could perpetuate themselves in power and protect their own self interests, thereby preventing change and development from taking place.

G. District Level Developments

Reference already has been made to the development of formal and informal structures of district chiefs. It was also pointed out that the leaders at the district level are beginning to take on a co-ordinating function. To achieve this a number of committees are developing at the district level. These include finance committees, road or transportation committees, district recreation boards, education committees, etc. Chiefs also pointed out that at the district level there is a need for a

such as community and social services, community facilities, economic development, etc., where more joint planning and action between adjacent reserves is necessary. Community development has promoted this development and workers play an active role in many of these committees.

H. DEVELOPMENT OF THE FEDERATION

The Chiefs, staff and Federation board all expressed the view that the program had contributed significantly to the development of the Federation itself. It was the main non service link between the Federation and the Bands. The staff assisting in interpreting the purpose and objectives of the Federation to Indian leaders and Indian people. In turn staff acted as a channel for communicating problems, needs and grievances of Indian people, to the Federation on a regular basis. This enabled the Federation to develop policy and program positions and to take effective action in many areas related to community needs. This channel also helped the Federation keep local leaders informed on what action it was taking.

This has resulted in a strong provincial organization able to speak with authority about the problems and needs of Indian people. It also has been able to be well prepared to press the Indians case with facts and concrete program suggestions. This has resulted in the Indian Community in Saskatchewan becoming much more unified around common goals and objectives.

SECTION V EVALUATION FINDINGS ON OTHER FACTORS HAVING AN
IMPACT ON IMPLEMENTATION AND RESULTS

I. THE ORGANIZATIONAL FRAMEWORK

This question was not explored in interviews with Indian people themselves, since they generally have only limited knowledge of the program and could not likely express an opinion on this question. This was, however, a matter which was explored in considerable detail with the Indian leaders in the area Workshops.

There were several chiefs who expressed the view that the federation should not be responsible for the program but that it should be implemented by Indian Affairs. The consensus, however, of the 56 bands represented at the Workshops was that the federation should remain the body responsible for implementing the program. There was little support for each band council hiring their own community development worker, although some thought that there should be one worker for each band.

In one area several chiefs expressed concern about the partnership concept of implementing the program under the agreement with Indian Affairs. They were of the view that the money should be given to the federation without any strings attached and that they should be allowed to implement the program as they see fit. However, there was no major support for that position. There was, however, general concern that Indian Affairs had exercised considerable control over the program and that it was a result of this control that the funding.

The main area of concern of the chiefs is that they should have a greater role in the selection of staff, in hiring and firing, and in determining the priorities for workers in their district. This would include both deciding on where the workers should concentrate their time and the community development needs of the area on which they should focus. One suggestion was that there should be district committees to co-ordinate and plan efforts at the district level. As well, the district chiefs should be represented on the selection panel when staff for their area are being interviewed. There was also some support among staff and the federation board for a greater role for the district chiefs in the program.

There were no other suggestions from the Indian community for changes to the organizational framework. Officials in Indian Affairs Branch, both regionally and at the Ottawa level, believed some modification to the organizational framework should take place. Ottawa officials in particular were of this view and have put forward suggestions to this effect. They have proposed that the joint arrangement provide for an advisory committee of three or possibly five members. They believe that these people should have some working knowledge of the program and some expertise in community development. The role of the committee should be to advise on all aspects of the program.

For such a committee to be effective, it should not have the District Director or the Chief of the Federation, or other

senior personnel from these two organizations as members. In addition, it should ensure that its fifth member were truly an independent member of the general public. Such a committee, they believed, could more adequately carry out the role assigned to it in the agreement.

II. STAFFING FOR THE PROGRAM

There was a very considerable concern by all participants about staffing at the field work level. The concern was least marked on the part of Indian people where approximately 50% felt the program could be improved by having better staff. Among Indian leaders, both local and provincial, there was near unanimity that the quality of field staff needed to be upgraded. This was seen as taking place through improved selection and the development of a good training program. The need for the upgrading of staff was also solidly supported by Indian Affairs personnel. Some of the chiefs saw the quality of field staff as the single most important variable in the success of the program.

An examination of staff records indicates that a total of 100 staff had been employed as supervisors and field workers since the program began in 1970. Of these, 12 had been supervisors and 88 field workers. The turnover ratio of staff to positions during the four years was 1 to 2 for supervisors, and 1 to 4 for field workers. The lack of stability in field staff is further demonstrated by the fact that of the 88 field workers employed in 1974, only six had been on staff for more than one year. The

supervisory staff, however, shows much greater stability with only one of the supervisors having been on staff for less than three years.

III. THE STAFF TRAINING PROGRAM

As indicated in the introductory section of the report, a staff training program was implemented at the beginning of the program. It was followed through on consistently for several years. More recently there has been no planned training program. Most participants were of the view that a consistent and improved training program was necessary. Indian people were not asked for their views on the staff training program since they were not familiar with it. The chiefs, the provincial board and Indian Affairs staff were almost unanimous that more and better training was required for field staff. Staff also expressed a need for a broader and more consistent training program.

Views varied widely on whether the training, which had been undertaken, was helpful. Most Indian Affairs personnel and a substantial group of staff saw the training as having been of little value. The majority of the staff and most of the Indian leaders were of the view that the training had been valuable and appropriate in the early stages of the program. However, needs had changed as had demands on staff and there was now a need for a more broadly based training program if workers were to help bands with their administrative efforts. Suggestions regarding matters which should be emphasized in a new training program included the following:

- training in economic development
- training in business management
- training in organizing skills
- information about I.A.B. programs and policies
- information about other resource programs available to Indians
- training in writing submissions, designing projects, etc.
- Workshops on the treaties and The Indian Act
- Workshops on understanding your community
- an extensive orientation program for all new staff
- case studies
- opportunities to share experiences
- political awareness training
- self awareness training, etc.

An examination of the training files, indicates that training concentrated primarily on sensitivity training. Some workshops also focussed on community development philosophy and methods, information about the federation as well as information about some program resources that are available to Indian people. Since 1972 there have been only a few staff workshops. These would appear to have concentrated on administrative matters and the sharing of experiences, and could not be identified as part of a formal training program, although they may have had some training value. Now

workers have received no special orientation other than what they receive on the job. The director has indicated that the emphasis in training has shifted to on-the-job training with the supervisors taking responsibility for this training. There are, however, no records to indicate what the training on the job consists of and no guidelines for supervisors as to what training they should do or how they should do it.

IV. THE IMPACT OF THE PROGRAM ON INDIAN AFFAIRS BRANCH

If the original assumptions made by the evaluator about the reasons for federal government promotion of the community development program and the inter-relationship between the community development program and other variables affecting Indian communities are correct, then the program should be having some significant effect on Indian Affairs Branch at least at the District and Regional level. The Branch and the programs and services it delivers is the most significant of the other variables which is having an impact on development at the reserve level.

There is almost unanimous agreement by all participants, except the Indian people, that there has been a significant impact on the programming of the department at the field level and on the attitudes and responsiveness of I.A.B. staff to Indian bands and to Indian people. In large measure this impact has resulted in a negative way, i.e. the community development program has been a threat to Indian people's staff. This has been a negative impact on the

more positively to Indian people in a number of areas. Indian leaders and the staff of the program identified the following among changes which have taken place:

- staff listen more to Indian people and they give better and more accurate information
- policies and the intent of policies are more often explained
- some undesirable staff have been weeded out
- staff spend more time in the field working with Indian people
- staff communicate and work more with band leadership
- they are more responsive to the needs of bands
- there has been a marked improvement in the level of resources for bands
- more decisions can now be made at the district level
- there is a greater willingness to let Indians assist in making departmental policy
- staff take more direction from band councils and understand the needs of Indian people better
- government red tape has been reduced.

Indian Affairs staff also identified many of the above as changes in the department. In addition, they indicated the practice of meeting with chiefs to propose annual budget estimates and to allocate the funds approved by the government, as a significant

new practice within the department, leading to a greater role in decision making for the bands.

Not all comments were positive, however; the following were negative comments about Indian Affairs Branch:

- the Branch still exercises too much control over Indians by the way in which it controls funds, including the bands' own funds
- the Branch is still too slow in responding to written requests made by way of band council resolutions
- the level of resources made available is still quite inadequate in relation to the needs and problems
- large sums are made available for staff to administer new programs, and little money is made available to implement the program. Economic development programming was given as an example
- staff at the regional and field level are not supportive enough of the community development program.

There was also a general feeling that working relationships at the field level between the Indian Affairs staff and community development staff were unsatisfactory or non existent. The district chiefs and Indian Affairs staff agreed that every effort should be made to improve these working relationships and the communications so that more efficient working relationships could be developed and take place in the future.

There is one district recently established where it was agreed by both federation and Indian Affairs staff and the chiefs that such good working relationships exist. It is their view that this has greatly contributed to the cohesiveness among bands in the area and to the fostering of an atmosphere in which more rapid development can take place in the future.

The Indian people themselves were less certain that the Indian Affairs Branch had changed for the better. Just over 50% indicated that they believed the services of the Branch had improved. Those who felt services had improved gave about equal weighting to the various areas of improvement identified in the questionnaire. 3(a) "staff treat Indian people better" was most frequently indicated as evidence of improvement; 3(e) "staff ask Indian people for their views" was mentioned with least frequency. However, the difference in frequency of selection was not large enough to be significant. All other items were selected with almost equal frequency (see Appendix C).

It should also be noted that some persons who felt that Indian Affairs services had not improved did select specific areas in which they apparently felt there had been some improvement. It was also noted that in certain districts and on certain reserves, the replies were more often negative than in others.

SECTION VI EVALUATORS OBSERVATIONS AND CONCLUSIONS

I. INTRODUCTION

Various participants involved in the evaluation resisted the process in a variety of ways. The form this took is not important for the purposes of this report. The evaluator however, must conclude that this resulted largely as a result of the fact that most participants were not well prepared for the evaluation. Insufficient explanation of the reason for and purpose of the evaluation was given. It seems that staff saw the purpose as one of deciding whether or not the program should be continued and thus saw their jobs as threatened. They also interpreted the evaluation as an assessment of what they had been accomplishing both individually and collectively. Indian leaders were threatened by the possible withdrawal of a service which some had come to rely on and which others were beginning to realize could be of valuable assistance in the development of their communities.

There were also problems in getting access to hard data on social indicators which could be used as a measure of change and development at the community level. This question of measuring results of the program seems to have been completely ignored in the negotiations leading up to the agreement, in the agreement itself, and in subsequent program implementation.

All of these factors have contributed significantly to the difficulty in carrying out the evaluation and limited the validity of the conclusions which can be drawn from the information obtained. Even simple statistics which one might have expected to be available in Indian Affairs could not be

easily come by.

II. PROGRAM OBJECTIVES

The program objectives in general tended to be too vague to enable precise and scientific measures to be applied to the results. In addition, it would appear that these objectives were generally not known to staff, Indian leaders or Indian people. This led to a good deal of confusion as to what the program was to accomplish and how. It also led to a confusion on the part of many staff as to what their roles were in terms of concrete activities. It also led to confusion on the part of bands as to how the services of the workers could be used to assist local development. In terms of specific developments, the following observations can be made;

(a) Self Help

This is an area in which staff did provide a valuable service to some reserves. It is also an area in which bands desire more help. On the questionnaire leaders identified, (1) More help on programs and projects, (2) Help us get more money for programs, (3) Give more planning help; most often as ways in which the program could be improved. The results of interviews with band members produced a similar result.

From these results, it can be concluded that local people can best understand a community development program in terms of how it can relate to and assist them with practical needs and concrete development activities. The provision of accurate information is important to assist

communities with their development. It is also important that staff know how to help bands gain access to these resources. This includes helping them to design projects or programs, to prepare project submissions and to complete applications.

This suggests staff should have some skills in the areas of program planning and in writing and presenting ideas to funding agencies. Where the nature of activities are beyond their skills, they must know where to get access to the resource people to provide such assistance. The manner in which plans are developed and presented to funding sources is often a major consideration in whether projects are favorably considered by funding sources. In this connection, the worker must also be able to relate available resources to the question of setting priorities. He must be able to assist bands to select and set their priorities in relation to these available resources. Evidence suggests that most staff had few skills to prepare them for such a role. Further, the training program was not designed to help them obtain these skills.

.... (b) Local Control

Considerable progress has been made in achieving the transfer of responsibility for local government and local programs to band councils. This conclusion is supported by Indian affairs branch statistics which were included in the previous section of this report. A great deal more money is

being handled by bands, they have substantial numbers of employees and there has been a very rapid increase in the numbers of programs which bands are administering and implementing themselves. Since the Indian Affairs branch has had as a major objective in recent years, the promotion of local government, and since it has backed this objective with financial and staff resource to make this possible, it is reasonable to expect that some significant gains should have been made in this area.

Did the Community Development Program assist this process and in what way? It is not possible to conclude that local government development came about as a result of community development. It is possible to speculate that the move to local government happened more quickly than it might have under circumstances where the resources of such a program were not available. What is more clear, however, is that the community development workers did encourage bands to take advantage of the resources and opportunities offered. It is also clear that some bands at least, saw the help, encouragement and support of workers as an important factor in assisting them with the adjustments and problems which were inevitable in the transfer of programs and administration.

In some instances, the workers actually spent a good deal of time in helping to organize the local groups to develop and implement specific programs. The one area in

which such help was most often provided was the area of recreation programming. Management assistance was another area in which many bands indicated that they required assistance and in which some limited assistance was provided.

It is also obvious that in the process of this development of local reserve government, a number of band members developed new skills and learned how to cope with new responsibilities. To what degree the Community Development Program assisted in this is not clear. It appears not to have promoted or helped organize any specific skill development programs or training programs. However, both Indian Affairs and the cultural college have been active in these areas. To the extent that community development had a role in promoting the formation of the Cultural College and to the extent that it has had some impact on Indian Affairs it could be claimed that it made a contribution. Indian leaders themselves believe that it additionally assisted by helping them believe they could handle the jobs to be done and by supporting and encouraging them to do so.

The federation has had some considerable success in making available a community development program that band councils could call on when needed and which was available to all reserves if they requested the assistance. It would appear that at times however, the resources to respond were either not adequate or were not employed in the most efficient way.

time with reserves on which significant development was already taking place. As a result, they had limited time left over to devote to reserves showing little initiative and where the help of a community development worker might have been more appropriate. In other words, there seemed to be no system for deciding what the workers priorities should be and where he could most profitably spend his time.

(c) Leadership Development Objectives

In this area, it is again obvious that a number of developments have taken place which contributed significantly to the leadership objectives of the program. New leaders have emerged in significant numbers not only as chiefs and band council members, but also as leaders in the great variety of local programs now being administered by bands. The evidence also shows that leaders are somewhat younger and somewhat better educated. However, in relation to these questions one could not conclude that the degree of change would reflect itself in an improved level of leadership. The statistics from Indian Affairs are supported by how Indian people themselves view the leadership question. They generally are of the view that leaders have improved and were able to identify some ways in which that improvement was showing itself at the reserve level.

Again, the question of whether this happened because of inputs from the community development program is less clear. There is a little question that the program assisted.

Ways in which it assisted have already been identified in other sections of this report. The program itself also provided a training ground for leaders. A number of workers are now chiefs, band administrators or program administrators on reserves.

Aside from support, encouragement, etc. to Indian leaders, potential leaders, and Indian people generally, there seems to have been no specific plan formulated to accomplish these objectives. There was no evidence of a leadership training program as such.

In regard to greater interest and participation by Indians in leadership selection and leadership roles, there is some evidence to suggest that the community development program did make a contribution. It helped gain some status and remuneration for some leadership positions. Workers generally were active in encouraging Indian people to take a more active part in running for positions, voting, and demanding a say in leadership decisions.

(d) Personal and Cultural Objectives

The evidence in this area is basically of a subjective nature. However, there can be no doubt from the information gathered that both Indian people and Indian leaders feel better about being Indian. As a result, they can cope with their living situation more adequately and also do function better in leadership and other roles. The number of cultural committees on reserves is a definite indication of a

renewal of interest by Indian people in their own culture. In the view of the evaluator, the positive identification of the cultural group and by people with that cultural group is one of the most significant factors contributing to the development by Indian people of a positive self image. The development of an image of oneself as a worthwhile and adequate human being within the context of his own culture is absolutely necessary before any significant human growth and development can take place.

How much did the community development program contribute to this? Based on the fact that Indian leaders were in general agreement that this was an area in which the program made an important contribution, it is possible to conclude that it did contribute to achieving this objective. The ways in which it contributed have already been described under other headings in this section of the report.

III. INDIAN AFFAIRS GOALS

To the extent that the objectives of Indian Affairs Branch coincided with those of the Federation we have already dealt with this area. However, the goal "that the community development program should work itself out of existence", deserves some special attention. Although this assumption is often made about community development, the evaluator is aware of no documented information to support the assumption. Further, when applied to the Indian situation in Saskatchewan it would appear to be an overly optimistic assumption.

Given the depressed state of Indian communities and

evaluator is of the view that a five year program is entirely inadequate to accomplish the objectives which were set out. To accomplish these objectives requires a great deal of social change on the part of Indian people, Indian leaders, Indian communities and bureaucratic structures. To suppose that this change could all take place in a five year period is not in keeping with what we know about the processes of personal and institutional change.

The evaluator is of the view that even though there is some evidence that the program had a positive impact, only a beginning has been made. To consolidate change where it has started further time and assistance is required. There is also evidence that in many communities the change process is not yet under way. These communities will continue to need extensive help for some time to come. Indian people were unanimous in the view that the program must continue. With a few exceptions, Indian leaders also strongly supported the need for a continuation of the program.

IV. CONCLUSIONS ON OTHER FINDINGS

(a) The lack of clarity regarding what community development meant and the role workers were to carry out, without question, hampered the effectiveness of the program. Community development is a difficult service to interpret even when one is clear about definitions and roles. This difficulty is only compounded when a definition is used which is so broad that it could be interpreted by some to include

almost anything relating to their community. The confusion was even further added to by the fact that objectives of the program and worker roles which were set out, were not communicated to local leaders in a way which they understood.

(b) If new programs are going to be experimented with as part of a community development program, this should be done only after there is a commitment to continuing the program under appropriate auspices, if it should prove successful. In the case of the family counselling program, the discontinuance of funding after one year is an example of inadequate planning. It is also highly questionable that there is a need to experiment with family counselling on reserves. The need is obvious. The methods which can be applied are well known and used by many agencies. It is the evaluators view that the emphasis should have been on pressing Indian Affairs to fund the program as part of the contributions to Bands, funding.

The way in which the community development program assisted the women to develop their program is a good example of how it can play a positive role. It provided some limited funds and professional resources to help them organize. It then made them aware of existing resources and assisted them to seek out such resources and to develop their own programs. This helped the women gain a variety of skills and good experience before launching a fully operational program on their own.

(c) The upgrading of the economic base of Indian communities and of the income level of Indian people must be considered part of what should be promoted and encouraged through the community development process. Indian Affairs Branch seems to see this as a function separate from community development. The Federation's objectives made no mention of this aspect of development. Nevertheless, local people recognized its importance and pursued it along with social and cultural development goals. It is also important that many staff responded by providing help and encouragement in this area.

(d) Local leaders and local people had an abundance of suggestions as to how the community development program could be improved. These have been outlined on Page 56 and 57 of this report and need not be repeated here. Some will be dealt with under the section on recommendations. Other suggestions should receive special study and be incorporated into the program where possible.

This abundance of suggestions indicates that local people should not be overlooked as being able to assess a program which affects them or to contribute useful ideas for its improvement and implementation. More definite provision for consultation with local leaders needs to be built into the organization framework for the program.

(e) There is some evidence to suggest that a chief who is concerned with community development gives first priority to

his reserve and gives little service to other reserves for which he is responsible. It is also evident that the two roles are quite different and therefore, not compatible when carried out by the same person.

The argument that implementing the program within the structure of an Indian organization, creates a situation where local leaders can control the staff input to maintain their position of control and to further their own self interest, seems not to be borne out by the facts. The rapid change in local leaders, almost 70% during the four years of the program, would suggest leaders were not successful in so controlling the program if indeed they tried to do so. The problems of attaching such a program to a bureaucracy also creates serious conflicts both within the bureaucracy and the political system.

Since both models for delivery present such problems, the evaluator is of the view that the first model (Indigeneous delivery) has a number of advantages in the areas of communication, understanding of problems and needs, program flexibility, etc. which are not inherent in the second model. In addition, most of the pressures generated by the first model are not against its own organization. This is definitely a problem with the second model (Delivery by the bureaucracy).

V. IMPACT OF RELATED FACTORS

(a) There are some problems with the present organizational framework through which the program is being

implemented. These were voiced by Indian leaders, some staff and by Indian Affairs branch. A number of the suggestions made are valid and are being incorporated under the recommendation section. The evaluator sees a need for the maintenance of central program responsibility in the federation. However, there is also a place for a larger role in the program for district chiefs. There needs to be more co-ordination and collaborative planning undertaken with Indian Affairs Branch. There is also the need for an independent and expert advisory body.

(b) The rapid turnover in staff has hampered the effectiveness of the programming. The federation needs to improve selection procedures, set out clearer definitions of roles and expectations, and strive for a more stable staff. Good staff at the field level is the chief ingredient to a successful program. To this end a more formal training program needs to be developed. There should also be provision for follow up training and for special training opportunities for staff who have an interest and who display the aptitude for such training. There must also be some separate training for staff supervisors. This fact seems to have been completely ignored in the program to date.

(c) The program has had a significant impact on the Indian Affairs Branch. Although some of the impact resulted from negative factors, this does not mean that the impact has not been positive. Staff attitudes towards Indian

people have changed and so have many staff. There is a much greater degree of consultation with Indian leaders and Indian people generally, on policy and program development. Indian leaders are involved in departmental decision making at the budgeting and financial allocation level. In this way they also have an input in helping establish program priorities at the district level. Overall collaborative planning and co-ordination at the regional and headquarters level still appear as areas where Indians have no formal and regular opportunities for operational and planning input.

VI. SUMMARY

Although the evaluation presented a number of problems and has some serious limitations, there is sufficient evidence, in the view of the evaluator, to substantiate the conclusion that the federation made substantial progress toward achieving some of the objectives set for the program. There is also evidence that these gains were uneven from one community to another. The evaluator is also of the view that the program has been of sufficient value to justify its continuance for a further period of five years.

The continued need for the program is obvious when compared to the nature of the needs and problems it has attempted to deal with. There is also almost unanimous agreement on the part of Indian people and Indian leaders that the program must be continued.

There is a need to continue to work with the conceptualization of the program, in implementation

procedures and in staff selection and development which have hindered the program. Efforts need to be made to resolve and deal with these in any continued program.

This will require a number of changes and modifications to the program. These are dealt with under the section on recommendations. It should not, however, be assumed that this will result in a problem free and smoothly operating program. Some present problems will likely persist and new ones which cannot be visualized at this time will undoubtedly emerge.

SECTION VII - RECOMMENDATIONS

Based on the conclusion drawn in the previous section of this report, that there is a continued need for the Community Development Program, the evaluator, based on his findings, makes the following recommendations:

1. The Federation of Saskatchewan Indians and Indian Affairs Branch consider entering into immediate negotiations to formulate a new agreement for the continued implementation of the Program.

2. Such an agreement should be for a minimum of five years with provision for annual reviews. If such reviews indicate a decreasing need for the Program, the agreement could make provision for a gradual phasing out of the Program and for monies saved to be applied to other areas of development programming.

3. The agreement should identify more precisely what is meant by community development. The evaluator would suggest the following as a possible working definition. "Community Development services are those services which are designed to initiate various social processes by which people can become more competent to live with and gain some control over various aspects of their personal lives, and of the decisions and functions affecting their communities. These services should combine and integrate

- (a) a planned program for the needs of the total

- (b) self-help as the basis of the Program

- (c) the necessary human, physical, and financial resources,

with efforts designed to encourage initiative, self interest and unity of purpose among community people."

4. The agreement should identify the elements of the community development process or the sequence of events which make up that process. The evaluator would suggest the following sequence of events as guidelines for the Program:

- (a) organizing new or working with existing community groups
- (b) identification and development of leadership potential
- (c) the assessing of community needs and problems
- (d) the development of plans to deal with community needs and problems
- (e) taking decisions regarding priorities, methods and strategies to be employed, etc.
- (f) implementation of agreed programs and projects
- (g) follow-up

5. The agreement might well identify general goals which could translate into operational objectives. The evaluator does not wish to suggest what those goals should be. Since they would vary from community to community, the agreement would need to be flexible in this regard. It will also provide, by way of example, some suggestions as to how general goals might

translated into operational objectives. I.E. if an agreed goal were to be "the promotion of local control and local government", this might be operationalized as follows in a given district:

- a) Encourage every band to take over band administration
- b) Ensure that management training is available to and taken advantage of by all band administrators
- c) To assist all reserves to establish recreation committees and recreation programs.

As indicated, such operational objectives could be set at the district level by the staff and district chiefs. They should be prioritized, reviewed annually and modified as there was evidence that objectives had been accomplished or that there were new areas of more urgent need.

6. It is suggested that the agreement spell out some changes to the organizational framework by which the program is implemented. The evaluator would suggest that the following changes be considered:

- a) that the five man executive committee be replaced by an independent advisory board of three members that advisory board should be chosen for their expertise in community development and their understanding of and knowledge about Indian people and their needs and problems. The members of the committee could be selected as follows: one member by the Indian branch, one member by the Government branch, and the third member to be someone agreeable to both parties. The terms of reference for the advisory board could

(include advising and making recommendations to the Federation and Indian Affairs Branch on all aspects of the program, including staffing, staff training, resource level requirements for the program, program content, implementation strategies, etc. The committee could also have a review and evaluation function which would be carried out on an annual basis. Specific members of the committee might also be called on by the director of the program for advice concerning program development and operational matters.

The agreement would need to make available sufficient resources to cover travel costs, honorariums, etc.

b) The day to day operation and administration of the program be the responsibility of the Federation. This would bring the agreement in line with practice.

c) That a standing staff selection committee of two be structured and that where staff are being selected for a particular district, two further members be added, one representing the district chiefs and one an independent member chosen at large.

d) That the executive committee of the federation along with the program director be responsible for ensuring collaborative planning with Indian Affairs, co-ordination at the regional level and oversee the actual program implementation.

e) That each district establish a structure to set district objectives and priorities and to give general guidance and direction to the area supervisor and his field staff. This structure could be a district advisory committee which they establish to represent them.

f) That provision also be made at the district level for collaborative planning with Indian Affairs personnel and to ensure better liaison, co-ordination, etc. (This will be commented on further under another recommendation in this section). For details of the proposed organizational framework, see Appendix D.

7. Efforts should be made to develop better working relationships between Indian Affairs Branch employees and employees of the Federation. There also need to be mechanisms for better collaborative planning and co-ordination. This is not to suggest a co-opting arrangement or that the community development staff and Indian Affairs staff will always agree on what should be done. However, the present lack of communication leads to mistrust and suspicion and at times too, the two organization working at cross purposes. A sharing of information on what the respective goals, objectives and priorities are might help promote more adjustments in Indian Affairs programming and might also assist local bands to set their priorities to make the most appropriate use of resources which are available.

At the district level, this could be done through the district chiefs meetings called regularly by Indian Affairs regional staff. Some formal provision should also be considered for joint staff meetings between community development staff and district program staff. A quarterly meeting of such staff

with co-chairman appointed to plan agendas and alternately chair such meetings might be a suitable means to accomplish such collaboration at a formal level. This should not be seen as replacing the need for regular contacts between workers on a day to day basis, as needed, to ensure co-ordination and ongoing liaison.

8. There should be more definite arrangements for an agreement on the need for collaborative planning. A mechanism has already been suggested above to make such planning possible at the regional level and district level. If necessary, such collaborative planning should also take place with headquarters staff of Indian Affairs Branch. Community Development programs are designed to promote development of which individual and group self determination are seen as an important factor. Much community development programming fails because of a lack of recognition of or commitment to the need for change within the existing systems which are responsible to deliver services and programs. For such change to take place, the existing system must be open to the need for collaborative planning and to the need to modify programs, resource levels and resource use, to as far as possible, meet the expectations of people for whom development is designed. If this does not happen, the whole process will lead to frustration and disillusionment for all concerned with such efforts.

9. There is a need to establish priorities as to where staff can be best used. The total resources will never be sufficient to assign a staff member to each

band. Therefore, the Federation in consultation with district chiefs needs to make decisions about how to deploy the total staff compliment between the various regions. There also needs to be agreement among chiefs at the district level as to the communities which have the most need for the program and where major efforts should be concentrated. Such arrangements would need to be flexible since local circumstances could in some instances alter service needs or result in either an unwillingness to use the service or a demand for the service where it was not previously welcome.

10. The procedures for staff selection and the criteria to be used in staff selection should be established more clearly so the staff selection committee has some guidelines to assist it in making selections. It is not suggested that educational levels become a criteria, but certainly related training and relevant experience are important. It should also be possible to identify certain performance criteria based on experience with staff to date. To some extent, some of these criteria have been set out in general terms in the job descriptions which made up part of the task force report. These need to be translated into more simple language and into operational terms. Procedures should also emphasize the need for written applications, reference checks, etc.

The Federation also needs to give some consideration to establishing a definite policy regarding the employment of local leaders as extension development workers. There is some contradiction in a policy of not employing people who are local leaders when the provincial organization is a federation of

bands who those leaders represent. Other potential areas of conflict of interest and band-worker relationship problems also exist.

11. There is a need for a definite staff training and development program. Such a staff training program is needed at two levels. First, for field workers and second for supervisors. Since no pool of trained staff exist in the area, and since no other community development training program exists in the province, the development of such a program either by the Federation or the Cultural College should receive priority consideration.

It is suggested that the training content for such a program be as outlined in Appendix E to this report.

12. The Federation should also set up an orientation program for staff before sending them to work in the field since it will not be possible to run a training program which all staff could participate in before giving them work assignments. This orientation program should include familiarizing workers with those aspects of the program which it is suggested be included in the policy and procedures manual. It should also provide workers with an opportunity to learn about resource agencies and to meet with appropriate resource personnel. This aspect of the orientation could cover several weeks. A new worker could then be assigned to spend a month assisting one of the experienced staff members before he is given independent work assignments. If a new worker has had previous experience in the field, his orientation program could be adjusted accordingly.

13. It is recommended that the role of workers be more clearly defined in operational terms. The present job descriptions are adequate for bureaucratic purposes. However, they do not convey to workers and local bands what is involved in terms of specific activities as to how the worker will do his job. It is suggested that these be rewritten in operational terms and included in a policy and procedures manual available to all staff and to band leaders. (See 14).

14. It is recommended that the federation prepare a policy and procedures manual for use by staff and others who have an involvement in the program at any early date. Such a manual should set out in a clear manner, the following:

- a) Philosophy and rationale of program
- b) Description of goals, objectives, etc.
- c) Description of program content
- d) Administrative and program policies
- e) The organizational framework for implementing the program.
- f) Personal policies, including job description and selection criteria and procedures
- g) Description of operational procedures
- h) Other relevant information

15. There is a need to develop a system to retrieve information about what workers are doing and what the results of their efforts are. Present narrative reporting on day by day activities presents a disconnected picture and gives little information as to what results are being achieved. Some statistical information would

be useful but this could best be gathered by Indian Affairs Branch. Collaborative planning could identify what statistics should and can be gathered. It is suggested that the Federation consider developing a recording format which would combine all relevant information on a given community, including staff input and their assessment of progress and developments. Area supervisors should be responsible to keep records on regional level activities, activities of district chiefs, working relationships with Indian Affairs Branch at the district level, staff records, etc.

16. In order to measure program impact, it is suggested that Indian Affairs and the Federation collaborate on the selection of several communities on which community profiles could be developed. Communities with many problems and development needs and where it is agreed the community development staff should concentrate their time, might be the most appropriate on which to develop such profiles and on which to do a before and after comparison. This, along with the recording system suggested would make it possible to trace various inputs to determine more clearly their impact on development.

17. It has already been suggested that there be a procedure to undertake an annual review of the program. The major responsibility for this has been assigned to the Advisory Board. The board should be asked to spell out a procedure for approval by the Federation and Indian Affairs Branch. This procedure should include the involvement of the various participants in the program.

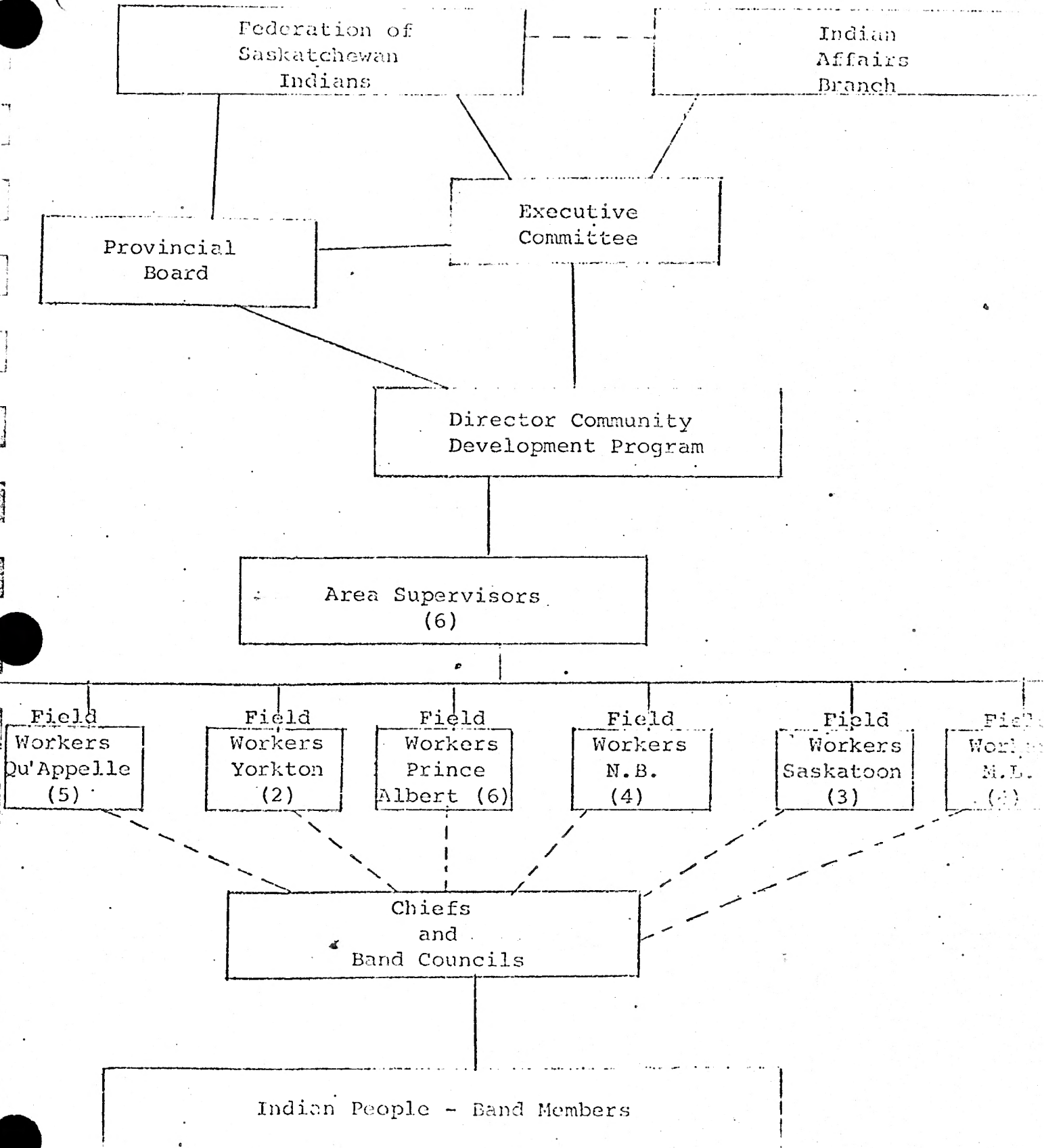
19. Special consideration needs to be given to the problems related to working in Northern Saskatchewan. Sufficient travel money must be made available. Special salary allowances should be considered to compensate for high food, clothing and other costs related to living in the North. There also needs to be provision for the communications facilities necessary for the worker to liaise with agencies outside the area and with his own supervisor and organization.

20. It is suggested that Indian Affairs consider setting up a fund for providing seed money for self help activities as well as to promote innovative self-help projects and activities. Although such funds exist in other federal and provincial agencies, Indian communities have great difficulty in getting access to them. Jurisdiction is often a barrier to their use. A further barrier results from competition with non Indian groups who are more numerous and have developed more skills in tapping these resources. There is a need for Indian communities to have access to their own funding source for such activities.

21. There are a number of other suggestions for improving and modifying the program contained in Section IV, V, and VI of this report. It is recommended that these receive careful consideration and study by the Federation. Where they seem reasonable and practical consideration should be given to incorporating them into the program.

APPENDIX A

ORGANIZATION CHART FOR COMMUNITY DEVELOPMENT PROGRAM



WORKSHOP QUESTIONNAIRE

1. What did you think the purpose of the C.D. Program was when it was taken over by the FSI in 1970?

EXPLAIN: _____

2. A) Do you see the purpose now as being the same _____
Different _____ than in 1970.
- B) If different, what do you see the purpose as being now?

EXPLAIN: _____

3. List what you believe the objectives of the Program to be:

a) _____

b) _____

c) _____

d) _____

e) _____

f) _____

g) _____

h) _____

i) _____

j) _____

4. List five practical results you expected the C.D. Program would produce:

a) _____

b) _____

c) _____

d) _____

e) _____

5. List at least five results you have observed which you believe are related to the C.D. Program:

a) _____

b) _____

c) _____

d) _____

e) _____

If you require additional space, use the reverse side.

6. Have you received any C.D. training since joining staff?

Yes _____ No _____

A) How many training sessions have you attended? _____

B) Did you find them helpful? Yes _____ No _____

C) If NO; EXPLAIN: _____

7. Could the C.D. Training Program be improved? Yes _____ No _____

A) If YES, EXPLAIN how: _____

8. Do you think the structure for implementing the program is appropriate? Yes _____ No _____

A) If NO, HOW COULD IT BE CHANGED? _____

B) How would such change help? (EXPLAIN) _____

9. The following objectives identified in an FSI proposal dated 1970. Based on your observations, do you think these objectives have been accomplished? (Indicate None, Some, A Good Deal) Give examples to support your answer.

A) To enable Indian people to help themselves _____

B) To promote Indian involvement in the development of their communities _____

C) To promote development and emergence of Indian leadership _____

D) To promote community decision making _____

E) To promote the transfer to Indian communities of the authority and responsibility for managing their own affairs _____

F) To teach Indians how to accept and exercise responsibility _____

G) To involve Indians in seeking solutions to their own problems _____

- H) To help Indians to overcome frustration, dependence and hopelessness _____

I) To help Indians develop a feeling of adequacy through constructive achievement _____

J) To provide Indians with opportunities to prove they can do for themselves _____

K) To develop a consistent C.D. Program which assures continuity of services to reserves _____

L) To provide a comprehensive C.D. Program to all reserve communities _____

10. Do you think the C.D. Program has been successful?

A good deal _____ Some _____ None _____

A) EXPLAIN: _____

11. How do you think the Program could be improved? LIST.

a) _____

b) _____

c) _____

d) _____

e) _____

12. Do you believe the C.D. Program has had an impact on the administration of IAND? Yes _____ No _____

A) If YES, EXPLAIN how _____

13. How could IAND change its program and approach to be more supportive of and to promote the accomplishment of the objectives of the C.D. Program? EXPLAIN: _____

SURVEY QUESTIONNAIRE

1. Have living conditions in your reserve changed in the past five years? Yes _____ No _____

A) If YES, INDICATE: -

SOME

A GOOD DEAL

- a) Better leadership
- b) More employment
- c) Better housing
- d) Less welfare
- e) Improved health services
- f) Better education
- g) Less violence
- h) Less child neglect
- i) Less alcoholism
- j) Better roads
- k) More recreation
- l) More social services (family counselling, alcoholism, etc.)
- m) More law enforcement
- n) Better water and sanitation facilities
- o) Higher incomes

2. Are Indian people more involved in managing their own programs?

Yes _____ No _____

A) If YES, INDICATE which ones are controlled by people on your reserve: -

SOME

A GOOD DEAL

- a) Band administration
- b) School committees
- c) Reserve school
- d) Recreation boards
- e) Health committee
- f) Welfare committee
- g) Economic development committee
- h) Cultural committee
- i) Housing program

3. Have services of I.A.B. changed or improved:

Yes _____ No _____

A) If YES, INDICATE: -

SOME

A GOOD DEAL

- a) Staff treat Indian people better
- b) Staff listen to Indian people
- c) Staff are more honest with Indian people
- d) Staff are more honest with Indian people
- e) Staff ask Indian people for their views

3. A) continued

SOME

A GOOD DEPT

- f) There is less pressure to do things I.A.B. way
- g) There are more resources available
- h) Try to control people less

4. Has leadership changed in your community? .

Yes _____ No _____

A) If YES, INDICATE: -

SOME

A GOOD DEPT

- a) Better leaders
- b) More people run for positions
- c) More people vote
- d) Leaders act on behalf of the people
- e) Leaders speak out more
- f) Leaders have become better managers
- g) Leaders help to get more things for the reserve
- h) Leaders consult people more
- i) Leaders drink less
- j) Leaders are more honest
- k) Leaders stand up to I.A.B. staff
- l) Leaders make more decisions for the community

5. Have you heard of the FSI Community Development Program?

Yes _____ No _____

A) If YES, INDICATE HOW: _____

6. Were members of your reserve involved in community development?

Yes _____ No _____

A) If YES, INDICATE HOW (LEADERS): _____

(RESIDENTS): _____

7. Do you think the FSI Community Development Program helped bring about changes and improvements in your community?

Yes _____ No _____

7. A) IF YES, INDICATE: -

SOME A GOOD

- a) Helped people feel more comfortable
- b) Helped people understand their rights
- c) Helped get access to I.A.B. staff
- d) Give advice and information to people
- e) Make people more aware of resources
- f) Help people apply for resources
- g) Encourage people to do things
- h) Help people plan and develop programs
- i) Indian people are prouder of themselves
- j) Helped encourage Indian participation
- k) Helped make Indians more aware of their history
- l) Helped Indian people be more aware of their culture

8. C.D. helped develop a family counselling program. Were you aware of this? Yes _____ No _____

A) Did you use this program? Yes _____ No _____

B) Did the counsellors help you? Yes _____ No _____

EXPLAIN: _____

9. Do you know that the program was discontinued because I.A.B. cut the funds? Yes _____ No _____

10. Do you think the program is needed? Yes _____ No _____

A) How should it be started up again? Reserve _____ FSI _____

11. Did you know that the FSI helped start a women's organization? Yes _____ No _____

A) Have you had any contact with their staff? Yes _____ No _____

How? EXPLAIN: _____

12. Do you think this program is good for Indian women?

Yes _____ No _____

12. A) IF YES, HOW HAS IT HELPED? INDICATE: SOME _____ A GOOD _____

- a) WOMEN GET MORE RECOGNITION
- b) Helped women look after their children better
- c) Helps women be better wives
- d) Helps improve husband-wife relationship
- e) Gets women more involved in local activities
- f) Helps women develop new services

13. Has there been more economic development in your community?

Yes _____ No _____

A) List some projects on your reserve .

14. Do you think the C.D. Program could be improved so it would strengthen and assist development on your reserve?

Yes _____ No _____

A) If YES, INDICATE HOW:

- a) More staff _____
- b) Better staff _____
- c) More support for local leaders _____
- d) More community workshops _____
- e) More help on programs and projects _____
- f) Help us get more money for programs _____
- g) Give more management help _____
- h) Give more planning help _____
- i) By staff being better informed _____
- j) Provide more information _____
- k) More help to people using services _____

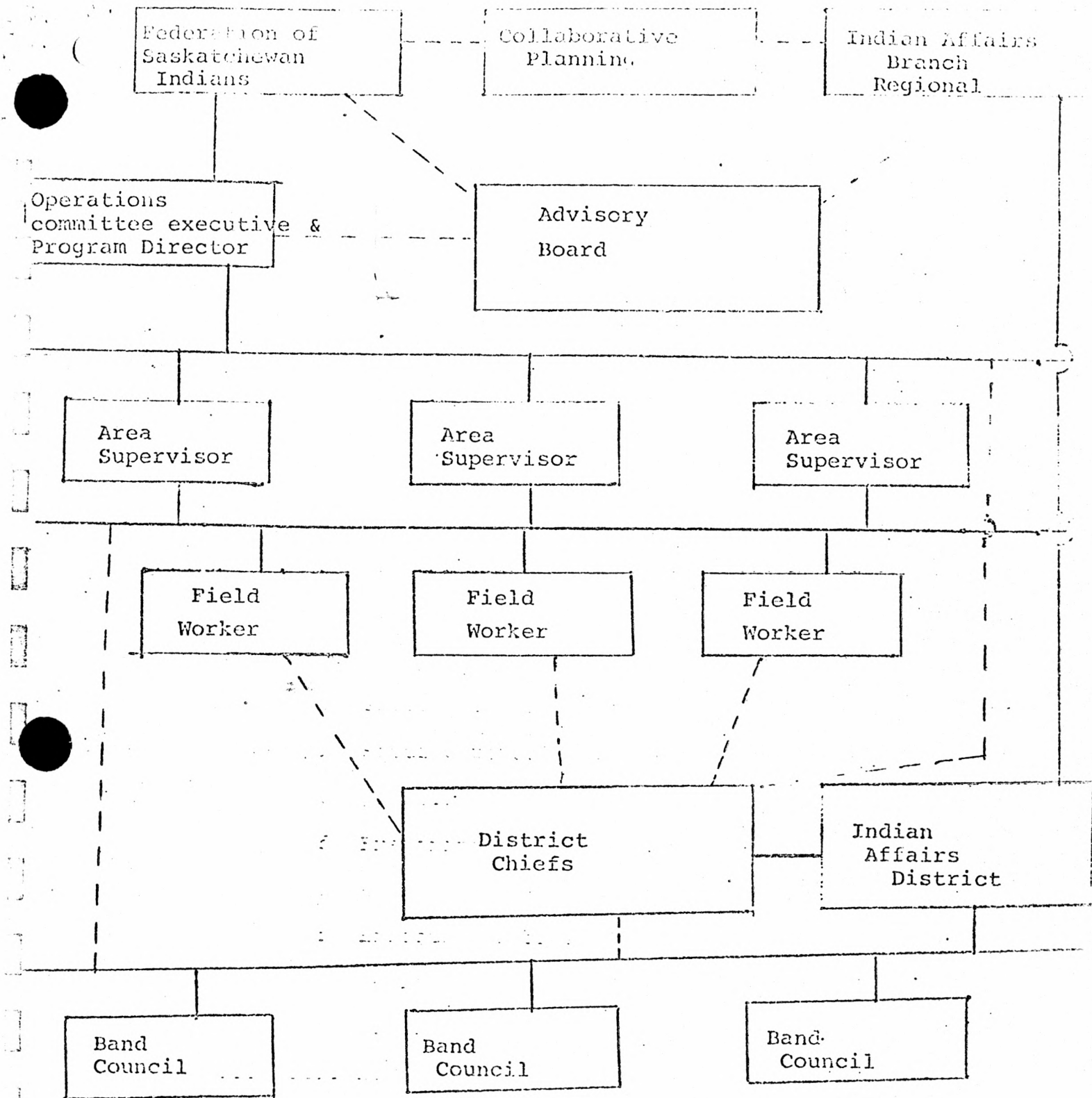
Other - EXPLAIN: _____

15. Do you think the program should be continued?

Yes _____ No _____

A) If YES, GIVE REASONS: _____

PROPOSED ORGANIZATIONAL FRAMEWORK



15. B) IF NOT, STATE WHY NOT: _____

16. Do you have any other comments regarding the C.D. Program?

APPENDIX B

OUTLINE FOR STAFF TRAINING PROGRAM

A) Basic Training for All Staff

I. Individual Skill Development

- a) The individual and his needs
- b) Culture
- c) Motivation
- d) The communications process
- e) Listening effectively
- f) Non verbal expression
- g) Giving and receiving feedback
- h) Giving A talk
- i) Running an effective meeting

II. Developing Organizing Skills

- a) Getting the facts
- b) Setting personal goals
- c) Qualities of a good leader
- d) Examining community roles
- e) Helpful and Harmful behaviour
- f) Effective decision making
- g) Mediating a conflict
- h) Working with others

III. Self Help

- a) Development through citizen participation
- b) Getting to know your community
- c) Community leadership as a factor in development
- d) Working with the elected & leaders
- e) Involving community residents

IV. Legal Considerations

- a) The treaties and treaty rights
- b) The Indian Act
- c) Band Bylaws
- d) Indian Affairs regulations
- e) Drafting Bylaws

V. Program Resources

- a) Indian Affairs
- b) Dree
- c) Manpower
- d) other Federal
- e) Provincial

VI. Organizational Considerations

- a) The Federation of Saskatchewan Indians
- b) The Community Development Program
- c) Program Objectives and Priorities
- d) Policies and procedures for implementation
- e) The role of the community development worker

VII. Management Considerations

- a) Introduction to management considerations and methods
- b) Utilizing resources
- c) Designing a project or program
- d) Writing program and project submissions
- e) Record keeping - information gathering

B) Additional Training for Supervisors

1. Supervisory skills and techniques

2. Planning and co-ordination
3. Staff support and development on the job
4. Selecting and assigning work loads
5. Working with the District Board
6. Assessing staff performance
7. Reporting and program accountability

THIS AGREEMENT made this 22 day of Oct., 1970

BETWEEN

HER MAJESTY THE QUEEN in right of
Canada, hereinafter called
"Her Majesty"

OF THE FIRST PART

AND

FEDERATION OF SASKATCHEWAN INDIANS INC.,
a corporation without share capital
incorporated under the laws of the
Province of Saskatchewan and having its
head office at 4th Floor, Midtown
Centre, 11th Avenue, in the City of
Regina, Saskatchewan, hereinafter called
"the Federation"

OF THE SECOND PART

WHEREAS Her Majesty provides community development services to
Indian people;

WHEREAS it is desirable that such services in Saskatchewan shall be
administered by Indian people in accordance with this agreement; and

WHEREAS the Federation has agreed to carry out such administration
as hereinafter appears:

NOW THEREFORE THIS AGREEMENT WITNESSES that in consideration of
the covenants and agreements hereinafter contained, the parties covenant and
agree as follows:

1. In this agreement,

- (a) "Committee" means the Executive Committee established
under section 4 of this agreement;
- (b) "community development program" means a plan approved
by the Minister for providing community development
services during a year pursuant to this agreement
in Saskatchewan;
- (c) "community development services" means services
designed to encourage and assist people to participate
in improving the social, economic and cultural
conditions of life of their community;
- (d) "development area" means an area in Saskatchewan

- (e) "Minister" means the Minister of Indian Affairs and Northern Development or a person designated by him for the purposes of this agreement;
- (f) "Regional Director" means the Regional Director for Saskatchewan of the Department of Indian Affairs and Northern Development;
- (g) "reserve" has the same meaning as in the Indian Act (Canada); and
- (h) "year" means a year ending on March 31.

2. Prior to community development services being extended to Indians who live on a reserve situated in the Province of Saskatchewan the Committee shall obtain the consent of these Indians as evidenced by resolution of their Band Council.

3. The Federation shall

- (a) implement community development programs approved under section 6 to the satisfaction of the Minister;
- (b) employ for such purposes competent personnel who possess the qualifications determined by the Committee under paragraph (c) of section 5;
- (c) provide for any special training determined by the Committee under paragraph (d) of section 5 to be necessary; and
- (d) co-operate with the Committee and afford to it access to all records, accounts, information, and matters having to do with development programs under the administration of the Federation.

4. (1) An Executive Committee for Saskatchewan consisting of five persons shall be established.

(2) The Federation and the Minister shall each nominate two members of this Committee.

(3) The members nominated by the Federation and by the Minister may unanimously nominate the fifth member from the public at large.

5. The Committee shall

- (a) submit proposals each year to the Regional Director specifying the development areas where the Committee

particulars of the proposed community development programs, giving detailed estimates of the cost of implementing the proposals, stating what proportion of the population of the proposed development area is Indian and assessing what personnel, materials and financial assistance are required to implement the proposed community development programs;

- (b) ensure that such proposals have before submission to the Regional Director been approved by the Federation;
- (c) determine what qualifications shall be possessed by persons employed in community development programs;
- (d) determine what, if any, special training is needed for the persons employed in each community development program;
- (e) review each year the progress made in development areas during the preceding year and submit its findings to the Regional Director, such findings, whenever possible, to be in the form of an annex to the proposals made under paragraph (a); and
- (f) undertake such other related duties as may be agreed by the parties in writing.

6. (1) Subject to subsection (3) the Minister may approve the proposals and estimates submitted by the Committee under section 5 or may approve them subject to such amendments and modifications as he may think fit.

(2) The proposals and estimates so approved, or approved subject to such modifications or amendment as the case may be, shall become the community development program or programs for the development areas to which they relate.

(3) The Minister's approval of proposals under this section is conditional upon the proposals having been previously approved by the Federation as evidenced by the signature thereon of a person designated for the purpose by the Federation.

7. Her Majesty shall reimburse the Federation for the cost, as defined in section 8, of implementing community development programs to the following extent;

- (a) where the population of a development area is entirely Indian, by an amount equal to the total costs of implementing the community development program in that development area;

is so constituted that its population is partly Indian and partly non-Indian, by a share of the total costs of implementing the community development program in that development area that is in the same proportion to the total cost as the Indian population of the development area bears to the total population of the development area; or

- (c) where the number of Indian residents in a development area is less than half of the total population of the development area and where such Indians present a special problem in that they require a greater proportion of the community development services involved in the community development program for their development area than their numbers bear to the total population of that area, an amount equal to half of the total costs of implementing the community development program in the development area.

8. The costs referred to in section 7 do not include any of the costs payable by Her Majesty under section 9, but otherwise shall be such of the following as are properly and exclusively incurred for the purpose of implementing development programs approved by Her:

- (a) salaries, wages and fees paid to all personnel directly employed to provide community development services in a development area, including professional, clerical, technical, administrative and maintenance staff and casual labour;
- (b) rent, maintenance, taxes and normal utilities (such as electricity, heat, water, telephones) of offices, residences or other buildings;
- (c) costs of supplies and materials, shipping charges, stationery, postage, licenses and other fees;
- (d) costs of transportation and costs related to the reasonable maintenance of vehicles;
- (e) costs for insurance on buildings, equipment and materials;
- (f) capital costs of any buildings that are constructed or purchased and the capital costs of purchasing land, vehicles or other equipment; and
- (g) any other costs incurred for the purpose of implementing development programs approved by Her.

9. (1) In addition to paying costs as described in sections 7 and 8, Her Majesty shall pay in each year to the Federation a contribution in respect of the salaries of persons employed by the Federation at its head office to supply supervision and administrative support services.

(2) The contribution payable under subsection (1) shall be in the same proportion to the total of all salaries paid by the Federation in the preceding year as the Indian population receiving community development services from the Association in that previous year bore to the total population which received community development services from the Association in all development areas in that previous year.

10. Costs for which Her Majesty is liable under this agreement shall not include

- (a) that portion of the costs of the Federation payable by Her Majesty under any other agreement between Her Majesty or the Government of Canada and the Federation, or
- (b) expenditures for any item greater than that shown in the estimates submitted by the Committee under section 6 as part of its proposals for community development programs.

11. The Federation may submit claims at any time during a year, but shall submit final claims with respect to any year no later than the 15th day of April next following the end of that year.

12. (1) The Minister may appoint an auditor to verify claims submitted under this Agreement.

(2) The Federation shall make available to such auditor all its books, documents, files, records and accounts and shall supply all such further explanations, information and reports as the auditor may require.

13. Her Majesty shall advance to the Federation in the course of each year one-half of the estimated annual cost of implementing community development programs during that year as shown in the submission for that year approved by the Minister plus half the contribution payable under section 9.

14. Notwithstanding anything else in this agreement any provision for payment by Her Majesty herein contained is subject to there being an appropriation therefor for the fiscal year of the Government of Canada in which the commitment hereunder comes in course of payment.

15. No member of the House of Commons shall be admitted to any share or part of this agreement, or any benefit to arise therefrom.

16. This agreement shall be subject to termination by either party on twelve months' notice.

IN WITNESS WHEREOF the Minister of Indian Affairs and Northern Development has hereunto set his hand and seal, and the Federation has caused its corporate seal to be hereunto affixed attested to by its proper officers duly authorized in that behalf.

SIGNED, SEALED AND DELIVERED
by the Honourable Jean Chrétien
Minister of Indian Affairs and
Northern Development,
in the presence of

Minister of Indian Affairs and
Northern Development

FEDERATION OF SASKATCHEWAN INDIANS INC.