

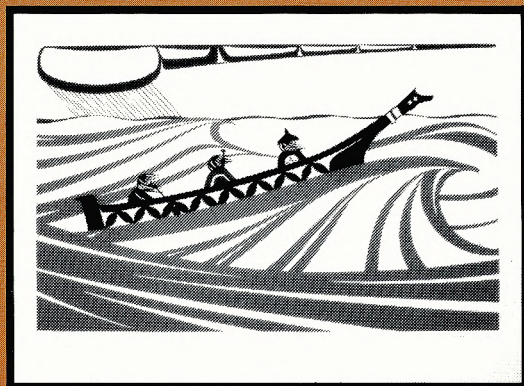
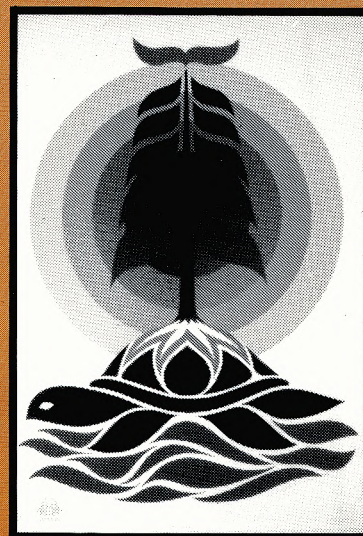
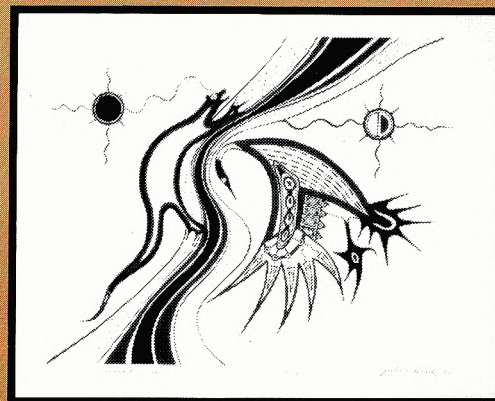
Self-government

886



Indian and Northern
Affairs Canada

Affaires indiennes
et du Nord Canada



APPENDICES

FOR THE

EVALUATION OF THE

ALLOCATION MECHANISM OF THE

CAPITAL PROGRAM

L.

About the Illustrations

The Westcoasters

(Bottom)

The Indians who now live along the west coast of Canada are direct descendants of skillful mariners who navigated the open ocean of the North Pacific in hand-hewn cedar canoes long before the arrival of the European. To attain their livelihood these people daily braved the perils of an area frequently referred to as the "Graveyard of the Pacific." The "Westcoasters" is a graphic visual tribute to the courageous and indomitable spirit of the west coast people.

and the Artists ...

Roy Henry Vickers

Roy Vickers is a Coast Tsimshian who spent his early youth at Kitkatla, an ancient Indian village on an island at the mouth of the Skeena River, British Columbia. Later his family settled in the Victoria area. While there, in art classes at school he was unable to relate to the European painters and the "great masters" and turned instead to the art of his Tsimshian heritage; it was here that he found himself.

It wasn't long before his artwork showed considerable promise and he was admitted to the Gitanmax School of Northwest Coast Indian Art at Ksan in Hazelton, B.C. In two years of intense study at Gitanmax, Roy matured into a highly skilled artist with a marked ability to sensitively blend traditionalist and contemporary forms. (Roy's other talents include University lecturing and television acting.) His carvings and paintings may be found in major public and private collections in Canada, the United States and Japan.

Creation

(Middle)

To use the artist's words "... meaningful traditions are governed by the works of the Creator, and are believed to be sacred. It is from nature that the Native peoples adopt symbolism." Thus the "Creation" became the first of his Iroquois paintings. It is a work that portrays in physical symbols a vision of ancient Iroquoian spiritual concepts: the Turtle Island — the Earth, the Great Tree of Peace — Brotherhood and Unity, the Guardian Eagle — the Creator's watch-care, and the Sun — our Elder Brother.

Arnold Jacobs

Arnold Jacobs is a Six Nations' Iroquois artist who is emerging as a visual interpreter and historian of the rich culture of his people. After studying in the Special Arts Program at Toronto's Central Technical School, Arnold went on to develop his distinctive techniques through thirteen years of experience in the commercial arts field. His works have brought him international recognition.

Central to Arnold's creative expression are symbols of the earth and sky — such as the waters, the four winds, thunder and the sun. For him these supporters of life are also spiritual forces that should inspire within us true thankfulness to the Creator.

The Goose and the Mink

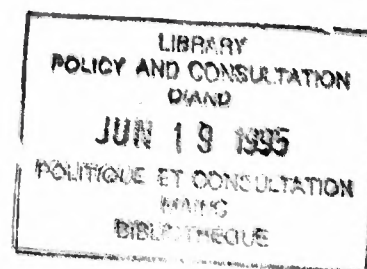
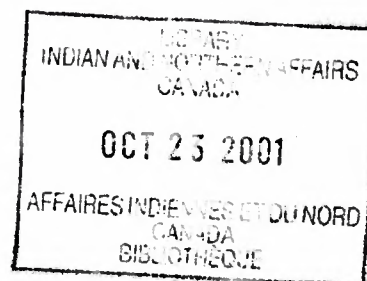
(Top right)

The Northern Goose and Mink serve as a vivid portrayal symbolizing the unending and universal struggle between good and evil, the forces of life and death. In both the animate and the inanimate creation — in the prey and in its predator and in the variations between the lightened and the darkened suns — we see an emphasis on the continuing conflict between these forces and the pathway of division between them.

Jackson Beardy

Jackson Beardy was born as the fifth son of a family of 13 in the isolated Indian community of Island Lake, about 600 kilometres north of Winnipeg, Manitoba. Deprived of his home and language at the age of 7, he spent 12 disorienting and traumatic years in residential school life. Thus Jackson's early manhood found him in the struggle to reconcile the two worlds of white and Indian society. It was at this time that he returned north in a quest to again learn the ways and teachings of his people.

Later, unrecognized and being unaware of any other Indian artists in Canada, he began to pioneer his own art form — one portraying traditional legends and nature in uniquely colourful, creative and symbolic images. In time his paintings have found their place in established collections throughout North America and Europe. His recent death in December of 1984 was lamented as a great loss to Canada.



APPENDICES

FOR THE
EVALUATION OF THE
ALLOCATION MECHANISM OF THE
CAPITAL PROGRAM

[1990]

APPENDIX I

**Working Paper
for the
Evaluation of the Capital Program**

LIBRARY
POLICY AND CONSULTATION
DIAND
JUN 19 1995
POLITIQUE ET CONSULTATION
DIAND
BIBLIOTHEQUE

Prepared by:
Daniel J. Caron
Senior Evaluation Manager
Evaluation Directorate
Indian and Northern Affairs Canada

and

T.K. Gussman
T.K. Gussman Associates Inc.
Ottawa

TERMS OF REFERENCE

CAPITAL PROGRAM: ALLOCATION MECHANISM

- Need:** There have been no previous evaluations of this major expenditure program.
- Scope:** All capital facilities would be included in the study.
- Issue:** This project will focus on the suitability of the allocation mechanism now in use.
- The study would:
- describe the allocation procedures now in use
 - assess the extent to which these procedures meet the objectives for which they are designed and whether improvements can be made
- Background:** A version of this proposal was deferred by DAEC in 1986.
- Approach:**
- Interviews will be held with program managers, tribal councils and community representatives at headquarters and in all regions.
 - A sample of communities within three regions will be visited.
 - A contract will be let to an evaluation consultant to undertake the study. A senior evaluation manager from Evaluation Directorate will direct the project.
- Estimated Cost:**
- 100 person-days of in-house staff time
 - 85K contract costs

Table of Contents

	<u>Page</u>
TERMS OF REFERENCE	i
1. INTRODUCTION	1
1.1 Purpose of the Report	1
1.2 Purpose of the Evaluation	1
1.3 Methodology	1
1.3.1 Nature of Sample	1
1.3.2 Limitations	4
2. PROGRAM DESCRIPTION	4
2.1 Mandate	4
2.2 Objectives	4
2.3 Goals	4
2.3.1 Short-term Goals	4
2.3.2 Long-term Goals	5
2.4 Activities	5
2.4.1 Housing	5
2.4.2 Community Infrastructure	5
2.4.3 Education Assets and Facilities	6
2.5 Outputs	6
2.6 Delivery Process (Allocation Mechanism)	6
3. FINDINGS AND RECOMMENDATIONS	7
3.1 Mechanisms Currently in use to Allocate the Funds of the Capital Program	9
3.1.1 Headquarters	9
3.1.2 Regions	14
3.1.2.1 Yukon	11
3.1.2.2 British Columbia	11
3.1.2.3 Alberta	11
3.1.2.4 Saskatchewan	12
3.1.2.5 Manitoba	12
3.1.2.6 Ontario	12
3.1.2.7 Quebec	13
3.1.2.8 Atlantic	13
3.1.3 Bands	14
3.1.3.1 Planning Process	14
3.1.3.2 Execution	16
3.2 Priorities and Objectives	17
3.2.1 Priorities and Objectives at Headquarters	17

	3.2.2 Priorities and Objectives in the Regions	19
	3.2.3 Priorities and Objectives at the Band Level	20
3.3	Extent to which the Allocation Mechanisms meet the Priorities and Objectives of Headquarters, the Regions and the Bands	21
	3.3.1 Perception of the Bands	22
	3.3.2 Analysis	22
3.4	Options for Improvements	23
	3.4.1 Planning Process	26
	3.4.2 Prioritization	26
	3.4.3 Allocation	26
	3.4.4 Execution	27

TABLES AND CHARTS

Exhibit 1	Band Geographical Location by Region	2
Exhibit 2	Band Population by Region	3
Exhibit 3	Five Phases of Delivery Process	8
Exhibit 4	Types of Allocation Mechanisms	10
Exhibit 5	Utilization of Band Capital Plan	10
Exhibit 6	DIAND Involvement in Band Capital Plans	15
Exhibit 7	Regional Priorities	18
Exhibit 8	Band Priorities	18

ANNEXES

Annex 1	Capital Program Budget
Annex 2	Capital Planning and Allocation Mechanisms
Annex 3	Summary Tables from Questionnaires (Part 1: Planning)
Annex 4	Summary Tables from Questionnaires (Part 2: Implementation)
Annex 5	Summary Tables from Questionnaires (Part 3: Projects planned and in progress)
Annex 6	Summary Tables from Questionnaires (Part 4: Perception of the bands on the process)
Annex 7	Capital Allocation Grid

1. INTRODUCTION

1.1 Purpose of the Report

This report presents the findings and recommendations of the evaluation of the Allocation Mechanism of the Department of Indian and Northern Affairs (DIAND) Capital Program. The content of this report is based on the results of three separate regional surveys undertaken for the evaluation study and of an internal analysis of the allocation mechanisms in use in the regions. The objective of these surveys was to provide information regarding the nature of the planning process at the band level, and the degree of harmonization (timing and content) with DIAND at the regional and headquarters levels.

1.2 Purpose of the Evaluation

As per the terms of reference approved by DAEC on May 16, 1988, the evaluation of the Capital Program focused on the suitability of the allocation mechanism now in use. To do so, the following issues were addressed:

1. The description of the allocation procedures now in use;
2. The extent to which these procedures meet the objectives for which they are designed; and,
3. The identification of options for improvements.

1.3 Methodology

1.3.1 Nature of Sample

Ten percent of the Bands in each region were selected to participate in the interviews. The selections were made by the Evaluation Directorate using a stratified random sample by region. Due to telephone transmission problems and a lack of cooperation from one band, two bands from the sample selected were not interviewed. One of these bands was located in Ontario and the other was from the Atlantic sample.¹

¹ The category "unknown" was added to accommodate these missing statistics and preserve sample size in each table.

Exhibit 1 shows the geographic location of the bands by regional breakdown (omitting the two bands which could not be interviewed). Although 52% of the total sample identified as being rural, there was great regional variation in the urban/rural split. For example, one hundred percent of Alberta's sample was designated urban while Manitoba's sample was recorded as 83% rural.

Exhibit 2 shows the band population size by region.

1.3.2 Limitations

The nature of the interviews was such that other than the consultants' review of background information provided by DIAND, analyses were based solely on the responses given by interviewees. These responses have generally not been audited or otherwise verified.

Also, it should be noted that some of the required information was not accessible. Bands in the prairies did not have capital expenditure data readily available and expenditures noted were underestimated. Similarly there was a reluctance to divulge official documents on the part of bands in British Columbia and figures for Capital expenditures were not obtained.

2. PROGRAM DESCRIPTION

2.1 Mandate

The mandate of the Capital Management Program is to meet the basic health and safety needs of Indian communities through the provision of physical assets on-reserve.

2.2 Objectives

The objective is to provide and maintain on-reserve physical activities to improve the standard of living so that basic levels of health and safety are provided to on-reserve residents. This is accomplished through three types of activity:

1. Housing;
2. Community infrastructure; and
3. Education assets and facilities.

EXHIBIT 1
BAND GEOGRAPHICAL LOCATION BY REGION

	Yukon	B.C.	Alberta	Sask.	Man.	Ontario	Quebec	Atlantic	Total
Urban	-- --	6 (.30)	4 (1.00)	2 (.29)	1 (.17)	4 (.33)	3 (.75)	-- --	20 (.36)
Rural	-- --	10 (.50)	-- --	5 (.71)	5 (.83)	6 (.50)	1 (.25)	2 (1.00)	29 (.52)
Special Access	-- --	-- --	-- --	-- --	-- --	2 (.17)	-- --	-- --	2 (.04)
Remote	1 (1.00)	4 (.20)	-- --	-- --	-- --	-- --	-- --	-- --	5 (.09)
Total	1 (1.00)	20 (1.00)	4 (1.00)	7 (1.00)	6 (1.00)	12 (1.00)	4 (1.00)	2 (1.00)	56 (1.00)

EXHIBIT 2
BAND POPULATION BY REGION

	Yukon	B.C.	Alberta	Sask.	Man.	Ontario	Quebec	Atlantic	Total
>250	1 (1.00)	7 (.35)	--	2 (.29)	1 (.17)	7 (.58)	1 (.25)	--	21 (.38)
250 - 1000	--	12 (.60)	3 (.75)	4 (.57)	4 (.66)	3 (.25)	2 (.50)	1 (.50)	27 (.48)
>1000	--	1 (.05)	1 (.25)	1 (.14)	1 (.17)	2 (.17)	1 (.25)	1 (.50)	8 (.14)
Total	1 (1.00)	20 (1.00)	4 (1.00)	7 (1.00)	6 (1.00)	12 (1.00)	4 (1.00)	2 (1.00)	56 (1.00)

2.3 Goals

There are eight specific goals, five for the short-term and three for the long-term:

2.3.1 Short-term Goals

1. Fulfil legal obligations of the program;
2. Operate and maintain the existing asset base;
3. Respond to emergencies which threaten community well-being;
4. Meet demands of policy initiatives; and
5. Expand the existing asset base by responding to requests for essential services;

2.3.2 Long-term Goals

6. Provide for the physical development of all Indian communities;
7. Provide community facilities services; to ensure a quality of life comparable to non-Indian sector; and
8. Devolve responsibilities of physical development to the bands.

2.4 Activities

The program is divided into three activities: housing, community infrastructure and education assets and facilities.

2.4.1 Housing

The **housing activity** is divided into three sub-activities:

1. Housing capital subsidies to Indian individuals and bands for the construction and renovation of on-reserve housing units.
2. Technical and management support, and training are provided to band members.

3. Ministerial guarantees are provided for CMHC or approved lender housing loans for the construction and renovation of on-reserve housing units.

2.4.2 Community Infrastructure

The **community infrastructure activity** focuses on the provision of basic services and facilities related to the health and safety of Indian communities as a whole. This activity is divided into two sub-activities:

1. Community Infrastructure project subsidies are provided for the construction, renovation and operation of community services and facilities.
2. Infrastructure facilities planning funds are provided for the identification of potential projects, the development of infrastructure capital plans, and the implementation of band-level maintenance management systems.

2.4.3 Education Assets and Facilities

The Education assets and facilities activity provides educational facilities and services to Indians residing on-reserve or on Crown lands. There are three sub-activities:

1. Federal and band school facilities and funds for equipment are provided for the construction, acquisition, renovation and operation of schools, teacherages and student residences.
2. Provincial school facilities are provided through funding agreements with provincial school boards for the acquisition or construction of facilities for the education of Indian children.
3. Education facilities planning funds are provided for the identification of projects and the development of education facility plans.

Tables 1 and 2 in Annex 1 present capital and O & M expenditures for these activities in 1987-88.

2.5 Outputs

The outputs of the Capital program are:

1. Community facilities: Financial subsidies and loan guarantees in housing, financial subsidies in community infrastructure; funds for construction, renovation and operation of educational facilities; and funds to produce needs assessments.
2. Training and advice: Technical management and planning advice and training for Band members is provided throughout the Capital Program process.

2.6 Delivery Process (Allocation Mechanism)

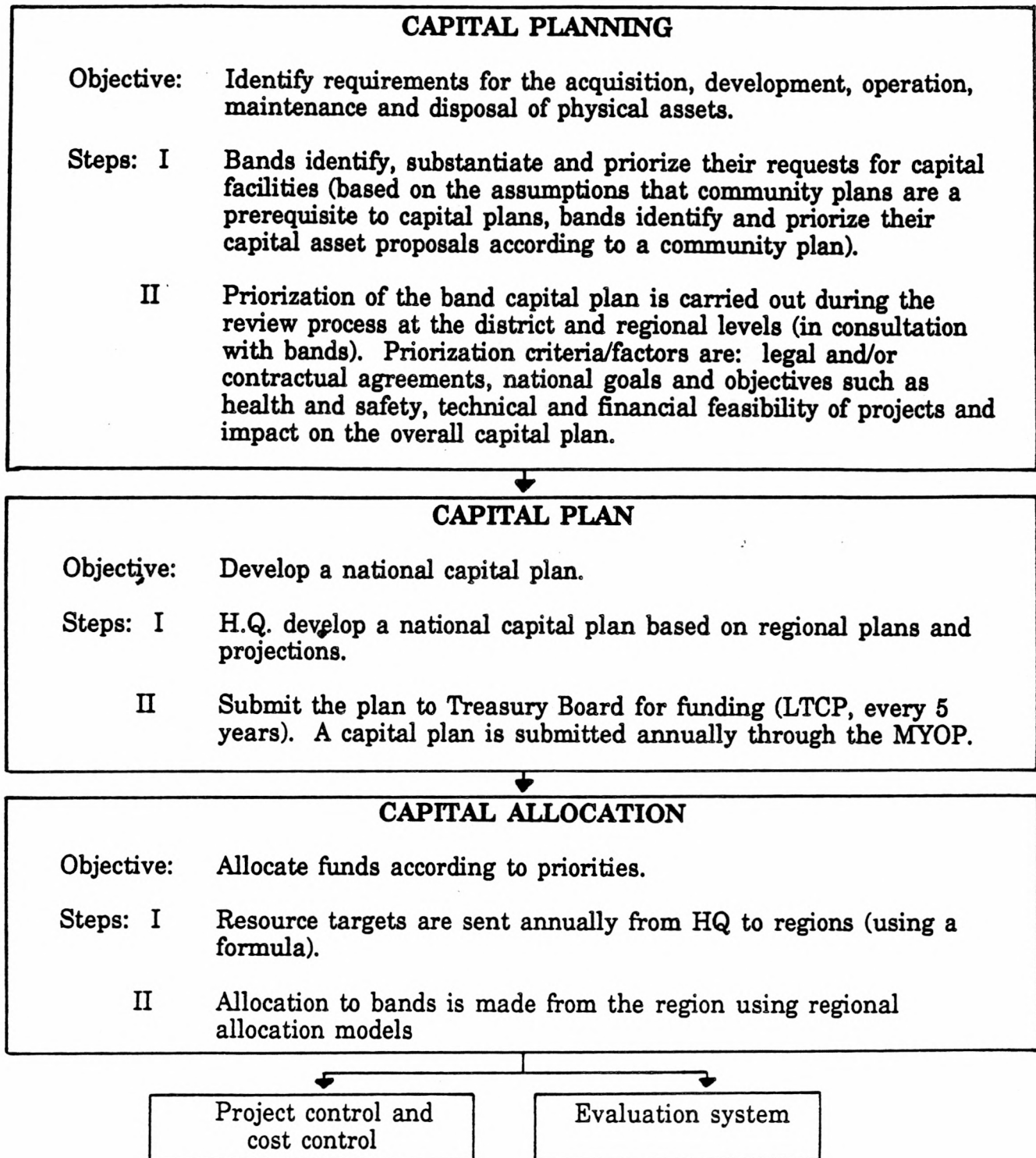
The delivery process involves five major phases:

1. Capital planning;
2. Capital plan;
3. Capital allocation;
4. Project control and cost control;
5. Evaluation system.

These are summarized in Exhibit 3.

The Capital program is funded-through three parliamentary Votes: 5, 10 and 15. Under Votes 5 and 10, the program is delivered by departmental staff. During all stages of development and implementation where the department is responsible for delivery, band participation is ensured. Under Vote 15, the programs are delivered by the bands. This includes band-delivered and band contracted projects, capital contributions to joint agreements for education or municipal services, inter-governmental agreements and legislative acts. Under Vote 15, the department plays an advisory and monitoring role.

EXHIBIT 3



3. FINDINGS AND RECOMMENDATIONS

3.1 Mechanisms Currently in use to Allocate the Funds of the Capital Program

The evaluation found that:

- there are a minimum of thirty-two different mechanisms in use to allocate the funds of the capital program across Canada. One of these allocation mechanisms is to distribute the funds from Headquarters to the regions while the others are to distribute the funds from the regions to the Bands or from the regions to the districts to the Bands.
- almost two-thirds of the allocation mechanisms in use are formula driven and do not take relative needs into consideration. Criteria used are population, degree of remoteness, construction cost indices and historical allocation.
- the planning phase of the allocation process could be improved. Seventy-seven percent of the Bands interviewed reported they had a capital plan, although it is requested in only three regions (Atlantic, Manitoba and Alberta) and consolidated at the regional level in only two of them. It should be noted that the contents of the plans prepared by the Bands vary substantially from one Band to another.
- Bands are skeptical about the utility of their capital plans and perceive a minimum impact of their plans on DIAND's allocation decisions.
- there is a missing link between the planning process and the allocation process such that the planning exercise is not being utilized in the allocation process.
- minimum allocation is provided to all Bands in two regions (Quebec and Alberta).
- five regions do not have a mechanism in place to allocate unused funds.
- project control and monitoring are not done on a systematic basis and this may lead to an inefficient utilization of funds.

A summary of the allocation mechanisms used by Headquarters and the regions is presented below, and details can be found in Annex 2. The comments received from the Bands for that section are tabled in Annex 3. Exhibits 4 and 5 show the main findings related to the allocation mechanisms.

3.1.1 Headquarters

Capital funds are allocated from Headquarters to the regions using a formula based on population, regional remoteness and construction cost indices. The formula uses band population data which are first adjusted by a band's geographic remoteness from an urban centre, and secondly by a geographic construction cost index reflective of material costs in each of 33 cities closest in proximity to the band.

Separate remoteness indices are used for residential and non-residential funding. Residential funding to the regions is accordingly determined by applying each region's proportion of total "residential adjusted population" to the capital program "residential component". The "residential component" is the national allocation for housing fixed by Cabinet directive a number of years ago.

Similarly, regional non-residential funding is determined by applying each region's proportion of total "non-residential" adjusted population to the amount of non-residential capital available for distribution.

3.1.2 Regions

The following subsections summarize the manner in which funds are allocated within the three planning areas in each region. More detail can be found in the "Capital Allocation" grid in Annex 2.

3.1.2.1 Yukon

Each of the allocation formulas for housing, community infrastructure and education funding take into account per-capita considerations and geographic location.

EXHIBIT 4

TYPES OF ALLOCATION MECHANISMS

Activity	Allocation Mechanisms Addressed Through:	<u>Number of Regions*</u>		
		Formula Approach	Other Approach	Mixed Approach
Housing		8/8	0/8	0/8
Community Infrastructure				
• Minor projects		7/8	0/8	1/8
• Major projects		3/8	4/8	1/8
Educational Assets		2/7	4/7	1/7
Total		20/31 (64.0%)	8/31 (26.0%)	3/31 (10.0%)

* Not including District's allocation mechanisms.

EXHIBIT 5

UTILIZATION OF BAND CAPITAL PLAN

	Number	Percent
• Bands' capital plans requested by region	3/8	37.5 %
• Band's capital plans consolidated in a regional plan	2/8	25.0 %
• Regions with allocation process for unused funds	3/8	37.5 %

3.1.2.2 British Columbia

Housing allocations in British Columbia are based on allocations to districts using a weighted per-capita formula. Funds are dispersed from districts to the Bands using a formula reflecting on-reserve population, historical allocations and participation in CMHC's Social Housing Program.

The mechanism for community infrastructure funding involves three steps:

1. "Priority 1" (Health and Welfare) projects which are larger than a district's regular allocation are identified (project specific).
2. Funds are directed towards areas with a disproportionate number of "priority 1" projects or the greatest "need" (project specific).
3. Remaining funds are distributed to Districts for minor and major capital projects using a weighted per capita formula. Each district allocates funds for minor projects in a manner determined by a consensus of the bands in that district. Major "Priority 1" projects are given a 30% subsidy.

For education allocations in British Columbia, major projects are numerically ranked using the following criteria: availability of educational facilities off-reserve; remoteness of the community; and overcrowding in and the condition of existing facilities. Funds are taken off the top of the regional budget.

3.1.2.3 Alberta

Capital plans are required from bands in Alberta. These plans are consolidated into a Regional Capital Plan and project proposals go to the Regional Capital Management Committee for review and approval.

The Housing Allocation formula takes into account on-reserve population, existing housing units, location, and relative need. (See Annex 2 for specific equations.)

Seventy per cent (70%) of the community infrastructure budget is allocated to minor projects using a formula based on considerations of on-reserve population, need, construction cost differences, and alternative funding sources. The remaining 30% of the community infrastructure budget is allocated to major capital projects on a project-specific basis.

Education allocations are on a project-specific basis using as criteria: student enrolment; availability of alternative school facilities and schoolspace accommodation standards; health and safety conditions in the school; and the need to accommodate emergencies.

As a general note, there is a \$75,000 minimum allocation to each eligible band. If projects do not proceed as scheduled, the funds are distributed to all districts in accordance with the allocation percentage corresponding to the other categories. There is also long term stability in the funding base to encourage planning.

3.1.2.4 Saskatchewan

Bands in Saskatchewan must complete an application to access funds. The housing allocation formula is based on on-reserve population. Minor community infrastructure projects are allocated funds based on a formula that takes into account: need (with priority weightings) and alternative funding sources. Major projects are allocated funds on a priority basis and population criteria. The education allocations are project-specific with priorities for approved construction and carry-over projects. Improvement is given preference over new construction where health and safety problems exist.

3.1.2.5 Manitoba

Multi-year capital plans are required from bands in Manitoba. These are rolled into multi-year regional plans and become part of the annual allocation. However, a total allocation for the three funding activities is made to each band using one equation: (on-reserve band population X average construction cost index / Regional index population) X Regional Capital Allocation = band's allocation.

The regional office reports that regional and band priorities and project financeability are also taken into account. It is unclear as to how the adjustment is made to the above allocation formula. See Annex 2 and Table 2-52 in the text of Appendix 3.

3.1.2.6 Ontario

The Ontario region's capital plan objectives are to ensure an equitable distribution of funds to districts and that district allocations are based on individual band needs and priorities. In practice, housing funds are allocated to districts using a formula based on on-reserve population, size of Band and geographic location criteria. Districts in turn develop their own formulas for Band allocation.

Minor community infrastructure projects are allocated funds at the district level. Details of District allocations to bands are not available.

Major community infrastructure project allocations are made on a project-specific basis. The bands, and in turn the districts apply to the Regional Capital Management Committee (RCMC) on a project-by-project basis. Project selections are then made on a needs basis as prioritized by the Bands, Districts, and Region. Fifty per cent (50%) of "other capital" is budgeted for major projects.

Education allocations are project-specific. Minor project allocations to districts are based on need and allocations to Bands are determined at the District level in consultation with the Bands. Major education projects are selected by RCMC on a needs basis as prioritized by the Bands, Districts, and Region.

There is no minimum band allocation and unused funds are reallocated after August 1. There is some flexibility to provide funds for emergencies and other special situations, and the Region considers it important that Bands receive a stable allocation.

3.1.2.7 Quebec

Capital plans from the Bands are required in Quebec, but these are not consolidated into a Regional capital plan because of formatting differences.

The housing allocation formula in Quebec is based on needs, including backlog, future and replacement needs. Band housing needs (number of units as opposed to dollars) are divided by Region housing needs to determine band allocations. Band and regional housing needs are the sum of backlog (defined as the number of houses with more than four occupants) and future needs (defined as the increase in band population divided by the house occupation rate on the reserve (not to exceed four)).

Under community infrastructure, bands receive a minimum \$25,000 allocation. A further allocation for minor projects may be received by applying a band's adjusted population divided by the Region's adjusted population (using the same adjustment method as at DIAND Headquarters) times the residual envelope of funds. Major project allocations are based on need.

Quebec bands do not receive an education allocation.

3.1.2.8 Atlantic Region

The Atlantic Region reports that Band capital plans are required and are reviewed but not consolidated in the Regional capital plan.

Housing funds are allocated using a per capita formula (band's on-reserve population divided by the Region's on-reserve population). Remaining funds are used for renovations.

Minor community infrastructure projects are funded using the same per capita formula. Major capital projects are funded on a project specific basis with each district justifying projects through the region's capital management committee. Funding assistance is provided for necessary health and safety projects when the cost exceeds the Band's financial capability.

The allocation of education funds is taken off the top of "non-residential" capital.

Contingency funding is available for unforeseen, extraordinary situations which affect the whole community. An effort is made to provide a stable allocation to the Bands.

3.1.3 Bands

This section looks at the mechanisms employed by the Bands to allocate capital program funds. It summarizes results from the regional consultants' survey questions pertaining to Band capital planning and plan execution.

3.1.3.1 Planning Process

The bands were asked whether they prepared community and capital program plans through which asset proposals are identified and prioritized. Tables 3.1 and 3.2 in Annex 3 summarize the responses to these questions. Only 41% of the bands sampled prepared community plans while 74% prepared capital program plans. Typically capital plans are prepared because of DIAND regional procedural requirements while the input of community plans is left to band discretion. It is noteworthy that bands in regions west of Ontario responded positively to both questions concerning plan preparation more often than did their central and eastern counterparts.

For those bands which prepare capital plans there does not appear to be a consistent approach for plan responsibility, preparation or input (See Tables 3.3 to 3.6 in Annex 3). It is interesting to note how the reported level of DIAND activity in band plan preparation varies across the regions. The data in Exhibit 6 are gleaned from Tables 3.3 to 3.6 in Annex 3.

While these numbers do not readily lend themselves to aggregation, it is evident that DIAND requirements or visibility are directly associated with whether or not bands prepare capital plans.

The bands were asked about the content of their capital plans. Most reported inclusion of objectives, priorities and activities for implementation (Table 3.8 in Annex 3). Similarly almost all bands reported that the three planning areas were covered in their capital plans (Table 3.9). The education area was not reported by all bands. There was a lack of consistency in capital plan content and in the plans' depth of discussion. Again this would be indicative of DIAND requirements and involvement in the planning process. Tables 3.9, 3.10 and 3.11 summarize the aspects included in the plans and methods for needs identification.

EXHIBIT 6

DIAND INVOLVEMENT IN BAND CAPITAL PLANS

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
Total Bands Surveyed	21	4	7	6	18	56
Bands with Capital Plan	18	4	6	6	9	43
Capital Plan required by DIAND	--	Yes	--	Yes	Atlantic only	--
DIAND "prepares" or "assists in preparing" Bands Capital Plan	--	--	2	--	3	5
DIAND gives "other" assistance in preparing plan	11	3	6	1	2	23
DIAND gives "input" in preparing plan	--	--	--	--	4	4

When asked whether DIAND reviewed their plans, most bands responded affirmatively (Table 3.13). However, the level of advice varied regionally and roughly corresponds to the level of DIAND involvement at the plan preparation stage. When asked about the Band's perception of the role of its capital plan in the preparation of DIAND's capital plan (Table 3.14), 32 of the 55 bands responding said there was "no role or impact" or didn't know or didn't respond. Most of the bands from B.C. and the Yukon did feel it was the basis of DIAND's capital plan. However it is clearly evident that there is a broad skepticism as to the perceived role of the Band's capital plans.

3.1.3.2 Execution

Responsibility for plan monitoring and execution lies with the person who prepares the plan in most of the regions. The notable exceptions are in Alberta and Saskatchewan where project managers with related education and experience are hired to monitor the execution of specific capital projects. In Saskatchewan, where capital plans are not required, but nonetheless are prepared with DIAND assistance, the active participation of DIAND representatives in project management, monitoring and execution was also reported.

Almost all bands reported that all funds received are dispersed according to plan and that the execution phase is indeed monitored. Comments made to interviewees led the researchers to make a number of observations. In British Columbia, especially in remote areas, the practice of "phasing" capital projects was of special concern. The bands reported that it was necessary to phase some larger projects over two or more fiscal years because of funding limitations, but that this approach to work invariably causes cost overruns. Other bands reported difficulty in accurately projecting funding requirements and were not able to complete projects on schedule. Hence, it was concluded in British Columbia that while the bands have been successful in determining their need, more planning and project control is required during the cost estimation and project construction phases. Most bands in the prairie regions were able to specify the nature of plan monitoring with the frequency varying from daily monitoring to monthly progress checks by the person responsible. Observation of responses from the central and eastern regions suggests that although 8 of 9 bands reported monitoring of plan execution, only one band had a formal reporting process, suggesting that projects

are not closely monitored. Furthermore, bands receive little assistance in monitoring their plans. This lack of structure and monitoring could lead to an inefficient utilization of funds.

3.2 Priorities and Objectives

The evaluation found that:

- where there are priorities at the regional level, they are in line with Headquarters priorities;
- health and safety are the priorities stated most often;
- objectives are stated in five regions, and they relate to quality of life on-reserve and equitable distribution to Bands;
- priorities and objectives are not always clearly stated. This could lead to difficulties in attempting to operationalize them;
- housing is consistently cited as a priority by Bands in all regions;
- 67% of the Bands interviewed said that they have priorities for the purpose of health; 51% for the purpose of safety and 53% for other types of projects;
- communication between levels does not always ensure congruity and compatibility of priorities and objectives within the program.

Exhibits 7 and 8 show the main findings related to priorities and objectives. A summary of the priorities and objectives of regions and bands is presented below. Annex 5 gives the detailed answers on priorities and objectives from Bands that participated in the survey.

3.2.1 Priorities and Objectives at Headquarters (see Annex 2)

Capital Program priorities at Headquarters are to promote health, safety and education. Capital program objectives are:

1. to provide capital for basic infrastructure that meets health, safety and education standards;
2. to provide services found in local non-Indian communities of similar size; and,
3. to provide support for planning, operations and maintenance.

EXHIBIT 7
REGIONAL PRIORITIES

	Number	Percent
Regions with priorities related to health and safety	5/8	63%
Regions with objectives	5/8	63%

• **EXHIBIT 8**
BAND PRIORITIES

	Number	Percent
Bands that mentioned having priorities for		
Health	37/55	(67%)
Safety	28/55	(51%)
Others	29/55	(53%)
Bands that include priorities in their Capital plan	39/43	(91%)
Bands that include objectives in their Capital plan	39/43	(91%)

3.2.2 Priorities and Objectives in the Regions

Yukon

There are no priorities or objectives specified in the Yukon region's capital program.

British Columbia

The region's capital program priorities are: health and welfare; Department standards; and upgrading. Objectives are not specified in British Columbia.

Alberta

Capital program priorities in Alberta are for health, safety and education on Indian Reserves. The regional objective is to improve the standard of living on reserve such that basic living conditions are similar to non-Indian communities of similar size and geographic locations.

Saskatchewan

Health, safety and education are the priorities designated in Saskatchewan. No objectives are specified.

Manitoba

Capital program priorities are health, safety, education, housing and other infrastructure in Manitoba. The objective is to improve the quality of community life through band planning, multi-year targets and sound management.

Ontario

The Ontario region does not have any capital plan priorities. Objectives are to ensure an equitable distribution of funds to the district and ensure that districts in turn allocate their funds to bands in accordance with band needs and priorities.

Quebec

Capital plan priorities are not specified in Quebec. The region's objectives are to ensure an equitable distribution to the bands, to base allocations on needs and to promote the gradual transfer of decision-making power to the bands.

Atlantic

The Atlantic region reports housing as its first priority followed by community infrastructure. The capital plan objective is to ensure an equitable distribution of funds based on band needs.

3.2.3 Priorities and Objectives at the Band Level (see Annex 5)

In order to assess priorities and objectives at the band level, the bands were asked about projects recently undertaken, projects now in progress and planned projects. During the last five years, bands in all regions undertook capital projects in the three planning areas: Housing, community infrastructure and education. The predominant expenditure was on new housing and renovations. (For example, bands in the prairie provinces spent 65% of their capital funds on housing. See Intergroup report Table 2-1 Appendix 3.) All bands interviewed reported activity in this area. Comments to interviewers in British Columbia and the Yukon stressed the ever-increasing need for new housing and the need for corresponding increases in capital allotments. Bands in the Eastern region made comments in a similar vein as to the inadequacy of funding in this area. Both of these regions reported renovation expenditures to a much lesser extent.

Capital projects in community infrastructure accounted for the second highest expenditure levels, ranging from 16 to 25 percent in the prairie provinces (\$7.5 million or 19.3% of total capital spending was directed to community infrastructure in the Prairies. See Intergroup report Table 2-1, Appendix 3). More than half of this is directed toward water and sewage disposal projects. New roads and road upgrading were the second highest priority in this area in most provinces although British Columbia bands noted flood control as a continuing priority. Expenditures on fire halls and trucks were also significant in the Prairies.

Only 35% of bands in the Eastern region made expenditures on schools and teacherages in the last five years. Similar activity rates were noted in B.C. and in the Prairies where in the latter region it was estimated that \$6 million (15.6% of total spending) was spent on educational facilities. Most funds were directed to new school construction and additions or renovations to existing schools in these regions.

Most of the bands sampled reported capital projects presently in progress. Table 5.1 presents the number of bands in each province with current projects underway in each of the three planning areas of expenditure. Ninety per cent of the sample reported housing projects in progress. As with recent expenditures, the bulk of this activity is directed at new construction and little is being spent on house maintenance and renovations.

More than half of the bands reported community infrastructure projects underway. These projects typically include road building or upgrading, and water and sewage service improvements. Five of the prairie bands have fire halls under construction, and four band offices are underway in this region. Three bands in British Columbia are engaged in flood control projects.

Very few of the bands are currently building educational facilities. The greatest activity is taking place in the Prairie region. Indeed no current projects were reported in British Columbia, Quebec and the Atlantic region.

The number of bands with projects planned for next year is summarized in Table 5.2. Again as in current and recent projects, housing is the area where most bands plan to undertake projects next year.

More community infrastructure projects are planned than are currently underway. The greatest increases are seen in British Columbia and Ontario where more bands are reporting the need for road work and new water and sewage facilities.

At least one band in every region has planned educational facility projects for next year. As with the recent experience, the Prairie provinces are most active in planning projects in this area.

Roughly three quarters of the sample reported urgent needs for projects necessary for the purpose of health, safety or other priorities as soon as funding becomes available (Table 5.3). Most of these projects fall within the area of community infrastructure where needs for new water and sewage facilities and road improvements are often cited.

Only half of the bands in the Central and eastern regions specified how they decided which project would be funded first and only two of these bands alluded to a priority list (Table 5.4). About 50% of the prairie bands reported that they used their own priority list but the other half reported that DIAND prioritized their projects. These results suggest either a lack of understanding of the planning process or a skepticism as to the usefulness of band input.

3.3 Extent to which the Allocation Mechanisms Meet the Priorities and Objectives of Headquarters, the Regions, and the Bands

The evaluation found that:

- the existing allocation mechanism cannot or, in some cases, can only partially meet the priorities and objectives of Headquarters and the regions;
- the existing allocation mechanisms are not necessarily consistent with Band needs since only two regions build needs comprehensively into their allocation mechanisms;
- there are weaknesses in communication channels between DIAND and the Bands in regard to priorities, objectives and the manner that funds are allocated;
- there is a potential for misallocation of financial resources.

3.3.1 Perceptions of the Bands

The bands were surveyed on their familiarity with DIAND procedures (Annex 6). When asked whether they were familiar with DIAND's Capital Program objective over half of the bands responded that they were not. Almost half the bands were not familiar with DIAND's approval process for their capital requests. Despite this 80% of the bands reported that they knew how DIAND's funds were allocated to their bands. With the exception of British Columbia where almost all bands said DIAND funding matched their priorities but was insufficient, over half of the balance of the sample did not agree that funding matches their priorities. All of this suggests a potential for improvement in the communication channels between DIAND and the bands.

Regarding band interaction with DIAND representatives, most bands felt that DIAND representatives were aware of band objectives and priorities but more than half thought that representatives did not take band needs and priorities into consideration in their dealings. (Tables 6.5 & 6.6)

3.3.2 Analysis

The capital allocation grid presented in Annex 7 summarizes material introduced in earlier sections of the paper, in such a way that one can readily see whether allocation mechanisms can adequately satisfy the priorities and objectives of the program. Priorities for health, safety and education are clearly stated within most regions, and are consistent nationally. However, while most regions make some recognition of client need in their articulation of objectives, only two regions (Alberta and Quebec) build need into their allocation mechanisms. In the Atlantic and Ontario regions, the population-based formula does not meet the objective for an equitable distribution based on need, and therefore, the potential exists for a large misallocation of scarce financial resources. Objectives are not specified in British Columbia, but there is a minimal recognition of need in that priority ratings are considered in the needs assessment of non-residential projects. This still leaves some potential for misallocation of scarce financial resources because of the reliance on a population-based formula for housing. Similar reliance is placed on population-based housing formulae in Manitoba and Saskatchewan, leading to the same potential for resource misallocation. The Manitoba region uses priority specifications as a form of needs assessment, but it is not clear how this fits into the formula for non-residential funding. In Saskatchewan, the population-based formula is abandoned for major infrastructure and major education projects where need is categorized. Alberta scales need into an index which is applied to the funding formula. If indexing is done efficiently, there is little potential for a misallocation of resources using this funding mechanism. Present and future needs are built into the Quebec funding formula, along with population, costs and geography. Because Quebec also provides a minimum allocation to bands that is not based on needs, there remains a potential for a small misallocation of scarce financial resources.

3.4 Options for Improvement

Recommendations

- Establish a national prioritized needs inventory.
- A set of well-articulated priorities and objectives should be developed by Headquarters. It is mandatory that these priorities and objectives be detailed enough to allow a good understanding of what will be funded first. For instance, if the priority for the next three years is related to health, it should clearly state what type of projects are included under health and the projects should be ranked by order of priority.
- A planning tool should be developed and used by all regions and Bands. This tool should include:
 - the stock of assets by Bands;
 - the condition of the stock;
 - future needs;
 - schedule based on Band's priorities.
- The planning tool should give a comprehensive picture of the quantity and conditions of the stock for every Band by category of assets: housing, sewer, roads, etc.
- The allocation of at least 60% of the funds available each year should be done nationally according to the national priorities and based on the inventory. The remaining 40% could be allocated to the regions using a formula based on relative needs of the regions.
- Bands should be provided with the necessary tools to monitor and control their projects.
- Progress reports on projects should be made to the regions midway through the time schedule.
- Funds available at the regional level should first be spent to ensure completion of projects of national priority that encounter difficulties in their completion.
- All Bands should receive a minimum allocation based on their population.

AFA Bands should follow the same rules as other Bands, except when they do not have projects falling under the national priorities. When they do, AFA Bands would receive funding under the minimum allocation criteria and under the regional allocation.

- Ensure there is sufficient funding for maintenance of the existing asset base.

Implementation of these recommendations would: Improve and bring consistency to the planning phase; emphasize allocations based on needs, and improve the monitoring and control of projects. This would lead to a better use of funds and maximize the utilization of funds.

3.4.1 Planning Process

It is clear from the foregoing discussion that the planning process falls short of facilitating allocations as efficiently and effectively as might be possible. Given the number of bands not preparing plans and the perceived usefulness of plans by the bands which do prepare them, some changes are desirable. To improve the planning process, the bands must participate in it and provide meaningful input. Band input must be aggregated regionally and nationally and feedback should be given to the bands to improve their understanding of how their plans fit into the national scheme.

At the planning stage, bands should identify the needs for new capital projects and needs for maintenance of the existing asset base. The role of DIAND would be advisory during this phase of the planning process. That is, DIAND should ensure the band's understanding of the mandate and objectives of the Capital Program and provide guidance for the identification of band needs using a consistent tool.

To ensure uniform treatment to all bands, a single, all-encompassing national capital plan should be developed. The foundation of the capital plan would be a needs inventory which would provide specific and measurable priorities and a benchmark against which to monitor performance and development.

3.4.2 Prioritization

The priorities and objectives of DIAND's Capital Program must be clearly formulated at the national level and effectively communicated to the regions, districts, and Bands.

3.4.3 Allocation

Without clearly articulated objectives and priorities, the capital allocation process can be subject to inconsistency and arbitrariness. However, if the criteria for funding are predetermined by set formulae which do not necessarily reflect objectives, priorities, and therefore needs of the bands within a region, allocation inconsistencies are likely to occur regardless of how well-defined priorities are. It is important that the capital allocation mechanisms ensure that bands in greatest need receive sufficient and timely funding.

In order to address this issue, it is suggested that a "needs inventory" be prepared by bands which would then be aggregated by region and in turn, nationally. DIAND, in consultation with the bands, would facilitate this by listing and ranking the priorities to be addressed by the Capital Program. Capital funding would first be applied to the highest priority - nationally - followed by allocations to lesser priorities only after the first need has been satisfied.

3.4.4 Execution

In addition to maintaining a current needs inventory, bands would be responsible for substantiating projects which are eligible for funding in accordance with the nationally prioritized needs list and monitoring ongoing projects and expenditures to facilitate regional reporting. Regional offices should assist the bands in executing their projects and ensure that the bands monitor and account for their projects.

Annex 1
Capital Program Budget

Table 1
Indian and Inuit Affairs Program
1987/88 Capital Budget to Regions by Activity
as of May 30, 1988¹
(\$000's)

<u>Region</u>	<u>Housing</u>	<u>Community Infrastructure</u>	<u>Education</u>	<u>Administration</u>	<u>Other²</u>	<u>Total</u>
Atlantic	3,763	5,085	431	101	2,050	11,430
Quebec	6,809	13,081	2,760	36	1,187	23,873
Ontario	20,674	30,250	12,350	235	3,130	66,639
Manitoba	19,613	10,118	16,993	214	5,843	52,781
Sask.	13,678	10,272	15,183	465	1,317	40,915
Alberta	9,825	15,583	6,597	247	96	32,348
B.C.	14,059	21,434	6,113	345	6,986	48,937
Yukon	2,463	6,709	15	40	1,278	10,505
H.Q.	0	4,554	0	101	0	4,655
TOTAL	90,884	117,086	60,442	1,784	21,887	292,083

1 Adapted from the May 30, 1988 1987-88 Capital Allocations by VCC tables prepared by the Capital Operations Division.

2 Other includes Band Indebtedness and Bill C-31.

Table 2

Indian and Inuit Affairs Program
1987/88 Operations and Maintenance Allocations
to Regions by Activity as of May 30, 1988¹
(\$000's)

<u>Region</u>	<u>Community Infrastructure</u>	<u>Education</u>	<u>Other</u> ²	<u>Total</u>
Atlantic	2,504	1,228	131	3,863
Quebec	13,681	3,177	916	17,774
Ontario	11,421	9,109	746	21,276
Manitoba	9,380	12,355	390	22,125
Sask.	11,983	9,925	800	22,708
Alberta	10,372	6,156	305	16,833
B.C.	10,800	3,290	875	14,965
Yukon	1,780	78	63	1,921
TOTAL	71,921	45,318	4,226	121,465

1 Adapted from the May 30, 1988 1987-88 O&M Allocations by VCC tables prepared by the Community Facilities Division.

2 Other includes Recreation, Regional Technical Services, Community Capital Facilities Service Delivery and Bill C-31 activities.

Annex 2

Capital Planning and Allocation Mechanisms

PLANNING

1. Priorities and Objectives

<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u> <u>YUKON</u>
<u>Priorities</u>	(Region) . Health . Safety . Education	Housing, education, health, and safety		(Region) Health/safety, education and housing	(Region) Health, safety and education	(Region) Health, safety and education on Indian Reserves	(Region) #1 Health and safety #2 Departmental standards #3 Upgrading (Band) Most Bands have health and safety priorities
<u>Objectives</u>	(Region) . Provide capital for basic infra. that meets health, safety and education standards . Provide services found in local non- Indian commu- nities of similar size . Provide support for planning, operations and maintenance support	(Region) Equitable distribution based on need Allocation fondée sur les besoins Transfert graduel du pouvoir décisionnel aux clients	(Region) . Equitable distribution to districts . Districts in turn allocate based on needs and priorities	(Region) . Ensure each Band has its fair share of capital resources . Encourage Band and Tribal Council participation	(Region) Improve the standard of living on- reserve such that basic living condi- tions are similar to non- Indian communi- ties of similar size and geogra- phic locations		

2. Band Involvement (Information from regions)

	<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
Is a Band capital plan required?		YES			YES - a multi-year plan in order of priority and within target allocation		YES		
Are Band plans consolidated in Regional capital plan?					YES - incorporated into biannual update based on HQ's resource guidelines		YES		
General		Allows for more Band responsibility						Method facilitates Band participation in capital management	
Department response to Band capital project proposals					Reviewed by Capital Officer, Educ. & Technical Services gives input, then sent to Working Group for approval	Band must complete application to access funds	Goes to Regional Capital Management Committee (RCMC) for review and approval		

ALLOCATION

1. Housing Allocation (cont'd)

<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
		.Z=arrérages et besoins futurs et remplacements .Arrérages=Nb. d'unité dont le taux d'occupation excède 4 personnes .Besoins futurs =augmentation de la population /taux d'occupation dans la réserve .Remplacements = besoins futurs						
General	.Subsidies vary for each Band .Remaining funds used to fund renovations	28.6% du budget total	Districts develop their own formula for allocation to Bands			. 5 is the average num- ber of per- sons per unit . Subsidy is higher in Northern Alberta due to construc- tion costs		

1. Housing Allocation (cont'd)

HEADQUARTERS ATLANTIC QUEBEC ONTARIO MANITOBA SASKATCHEWAN ALBERTA BRITISH COLUMBIA YUKON

.Z=arrérages
et besoins
futurs et
remplacements
.Arrérages=Nb.
d'unité dont
le taux
d'occupation
excède 4
personnes
.Besoins futurs
=augmentation
de la population
/taux d'occupation
dans la réserve
.Remplacements =
besoins futurs

General	.Subsidies vary for each Band	28.6% du budget total	Districts develop their own formula for allocation to Bands	. 5 is the average num- ber of per- sons per unit . Subsidy is higher in Northern Alberta due to construc- tion costs
	.Remaining funds used to fund renovations			

2. Community Infrastructure Allocation

	<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
<u>Minor Capital Projects</u>				< \$500,000	<\$250,000	No distinction between minor and major projects	Cost of project less than Band's target allocation	<\$250,000	
Formula or project specific	(See above)	Formula	Formule	Formula	Formula	Formula	Formula	Formula/project specific	Formula
Criteria used		Per capita basis		<ul style="list-style-type: none"> . On-reserve population . Size of Band . Geographic location 	<ul style="list-style-type: none"> . On-reserve population . Construction costs 	<ul style="list-style-type: none"> . Need: weighting system for each sub-category (ie. fire protection, band offices, etc.) . Weighting factors can include availability of other funding source, top priority in the Band's capital plan 	<ul style="list-style-type: none"> . On-reserve population . Need . Construction cost differences . Alternative funding sources 	<u>Lowest priority:</u> Funds distributed to Districts by weighted per capita share . Districts distribute to Bands in a manner determined by a consensus of the Bands in that District. Usually project specific using Band priorities.	<ul style="list-style-type: none"> . Per capita basis . Geographic location

2. Community Infrastructure Allocation (cont'd)

<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
Allocation equation	Bands % of funds = Band's on-reserve population/region's on-reserve population	Projets mineurs .Z=allocation minimale par bande .W=enveloppe totale pour projets mineurs .A=population de la bande x indice géographique x indice des coûts = population ajustée de la bande $.A_1 + A_2 + \dots + A_n$ = population ajustée de la région = B $A/B=C=INDICE$ d'allocation de la Bande $W-(nb \text{ de Bande} \times Z) = Y =$ enveloppe résiduelle $(C \times Y) + Z =$ allocation de la Bande pour projets mineurs	% of funds = district's "adjusted" population/region's adjusted population	Band's index population = Band's on-reserve population x ave. construction cost index		\$75,000 per eligible Band (= 2.8M) + 4.2M incremental funding (based on the above four factors).		

2. Community Infrastructure Allocation (cont'd)

	<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
General			23.6% du budget de l'infrastructure communautaire	. 21.42% of "other capital" "Other capital" is total capital less housing funds			70% of community infrastructure budget		
<u>Major Capital Projects</u>				>\$250,000	>\$250,000		When project exceeds Band's target allocation	>\$250,000	
Formula or project specific	(See above)	Project specific	Selon les besoins	Project specific	Formula		Project specific	Formula/project specific	Formula
Criteria used		Share with the Bands the funding of necessary health and safety projects where the cost exceeds the Band's financial capability. Each district must justify the projects through the capital management committee.		Selected by RCMC on a needs basis as prioritized by the Bands, Districts, and Region.	. On-reserve population . Construction costs		Cost of project exceeds Band's target allocation	<u>Step 1:</u> Priority 1 projects larger than a district's regular allocation. (Project specific) <u>Step 2:</u> Funds directed towards areas with a disproportionate number of priority 1 projects or the greatest "need". Project specific) <u>Step 3(b):</u> Funds distributed to Districts by weighted per capita share.	. Per capita basis . Geographic location

2. Community Infrastructure Allocation (cont'd)

	<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
Allocation equation				. Subsidy rate depends on project type	Band's index population = Band's on-reserve population x ave. construction cost index				
					Band's % of funds = Band's index population/Regional index population				
General		Summer Games funding are taken off the top of the "non-residential" budget	. 76.4% du budget de l'infrastructure communautaire . 64% du budget total	. 50% of "other capital" . Includes Northern Electrification and Infrastructure Majors			. 30% of community infrastructure budget	For Step 3(b) projects which are priority 1, districts are given a 30% subsidy.	

3. Education Allocation

	<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
--	---------------------	-----------------	---------------	----------------	-----------------	---------------------	----------------	-------------------------	--------------

Formula or project specific	(See above)			Project specific	Formula		Project specific	Formula/project specific	Formula
Criteria used				<u>Minor Educ. projects:</u> . Allocation to districts based on need . Allocation to Bands determined at District level in consultation with Bands <u>Major Educ. projects:</u> Selected by RCMC on a needs basis as prioritized by the Bands, Districts, and Region.	. On-reserve population . Construction costs	. Approved construction projects and carry over projects . Recapitalization and replacement of existing facilities with H&S problems . Overcrowded classroom due to student population growth	<u>New construction:</u> student enrollment, availability of alternative school facilities and school space accommodation standards <u>Renovations:</u> Health and Safety conditions in the school, the need to accommodate emergencies	Major projects numerically ranked using: availability of educational facilities off-reserve, remoteness of the community, and overcrowding in and the condition of existing facilities	. Per capita basis . Geographic location
Allocation equation					Band's index population = Band's on-reserve population x ave. construction cost index				

3. Education Allocation (cont'd)

<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
---------------------	-----------------	---------------	----------------	-----------------	---------------------	----------------	-------------------------	--------------

Band's % of
funds = Band's
index popula-
tion/Regional
index population

General

Funds taken off	. 7.4% du	28.58% of
the top of	budget total	"other capital"
the "non-	. 30% pour pro-	
residential"	jets majeurs	
capital	. 70% pour	
	projets mineurs	

Funds taken off
the top of the
regional budget

4. General Allocation Information

	<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
Minimum allocation to Bands			Oui: \$25,000 sont alloué à l'infrastructure des communautés	NO	NO	Not specified	YES: \$75,000 per eligible Band (37)	NO	
Reallocation of unused funds				August 1 - allocated funds for which Bands have not applied will be committed to projects for other Bands	Dec. 1 - Capital Management will develop a contingency plan for the distribution of available capital		If projects do not proceed as scheduled, the funds will be distributed to all Districts in accordance with the allocation & age		
Flexibility for contingencies		Extraordinary capital obligations: additional funding for unforeseen extraordinary situations affecting the whole community		Advances for emergency situations, special situations, etc.	Emergency capital (H&S related) and contingency and risk capital	Small allocation for contingency situations			
Stable allocation to Bands		Bands know what they will be eligible for and what they can expect in future years		Recognized as important			Long-term stability in the funding base to encourage planning		

5. Band Involvement (cont'd)

<u>HEADQUARTERS</u>	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>	<u>BRITISH COLUMBIA</u>	<u>YUKON</u>
---------------------	-----------------	---------------	----------------	-----------------	---------------------	----------------	-------------------------	--------------

Department
response to
Band capital
project
proposals

Reviewed by
Capital
Officer, Educ.
& Technical
Services gives
input, then
sent to Working
Group for
approval

Band must
complete appli-
cation to
access funds

Goes to
Regional
Capital Manage-
ment Committee
(RCMC) for
review and
approval

Band satis-
faction with
their level
of involve-
ment

General

Annex 3

**Summary Tables from Questionnaires
(Part 1: Planning)**

TABLE 3.1
DO YOU HAVE A COMMUNITY PLAN?

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	10	2	5	4	2	--	1	24 (.41)
No	11	2	2	2	10	4	1	32 (.55)
Unknown	--	-	-	-	1	-	1	2 (.04)
Total	21	4	7	6	13	4	3	58 (1.00)

TABLE 3.2

Do You Have a Capital Program Plan? (Q 14)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	18	4	6	6	7	1	1	43 (.74)
No	3	-	1	-	5	3	1	13 (.22)
Unknown	-	-	-	-	1	-	1	2 (.04)
Total	21	4	7	6	13	4	3	58 (1.00)

TABLE 3.3

Who is responsible, at the Band level, for the development
of the Capital Program Plan? (Q 28)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
	n=18	n=4	n=6	n=6	n=9	n=43
Chief	3	-	-	-	3	6 (.14)
Band Manager/ Administrator	15	-	3	-	2	20 (.47)
Council members respon- sible for specific areas of band administration	-	2	-	4	2	8 (.19)
Council & Band technical advisors	-	-	-	1	1	2 (.05)
Department Coordinators	-	-	-	-	1	1 (.02)
Chief & Council	-	1	3	-	-	4 (.09)
Tribal Council Engineer	-	1	-	-	-	1 (.02)
Economic Dev. Officer/ Community Planner	-	-	-	1	-	1 (.02)

TABLE 3.4

Who Prepares your Capital Plan? (Q 15)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
DIAND Regional Office	-	-	1	-	-	1
Consultants Band Staff & Council	-	2	-	1	-	3
Consultants	10	-	-	-	2	12
Band Manager with Council Assistance & Band input	5	-	-	-	1	6
Band Council with Consultants Assistance	-	-	-	-	1	1
Band Technical Officer & Maintenance Manager with assist. from DIAND & H&W	-	-	-	-	1	1
Band Council with DIAND assistance	-	-	1	-	2	3
Council members with individual responsibilities	-	-	-	-	1	1
Chief & Council	-	1	1	2	-	4
Chief, Council & Band Staff	3	1	3	2	-	9
Chief, Council & School Board	-	-	-	1	-	1
No response	-	-	-	-	1	1

TABLE 3.5

Of those Bands reporting receiving other assistance (n),
describe what kind of assistance. (Q 15 a & b)

	B.C. Yukon n=18	Alberta n=4	Saskatchewan n=6	Manitoba n=5	Central Eastern n=6
Consultants prepare entire plan	-	-	-	-	2
DIAND review for reasonableness	-	-	-	-	1
DIAND for standard form preparation	-	-	-	1	1
Tribal Council Advisor	-	-	-	2	-
Consultants for technical/financial	16	2	3	2	-
DIAND prepare entire plan	-	-	1	-	-
DIAND for technical, legal, financial	-	-	5	-	-
DIAND representative	11	-	-	-	-
DIAND funding for Consultants	-	3	-	-	-
DIAND full assistance	5	-	-	-	-
DIAND partial assistance	3	-	-	-	-
Unknown	-	-	-	-	2

TABLE 3.6

Who has input in the preparation of the Capital Plan? (Q 16a)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern
Council	18	-	-	-	9
Band Members	18	-	-	-	5
Band Manager/Technical/ Staff	18	-	-	-	4
DIAND	-	-	-	-	4
Consultants	-	-	-	-	4
Band Members - formal	-	3	-	2	-
Band members - informal	-	1	4	3	-
Unknown	-	-	2	1	2

TABLE 3.7

What is the Time Horizon on the Bands' Capital Target? (Q 27 b & c)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
1 year	12	-	1	-	2	15
1-2 years	--	-	-	-	1	1
1-3 years	1	1	2	-	1	5
1-4 years	--	-	-	1	-	1
1-5 years	5	1	3	3	7	19
No response	--	2	-	-	-	2
Total No. of Bands with Capital Targets	18	4	6	4	11	43

3.2 Content of Capital Plan

The following table summarizes the responses to questions concerning the content of the Bands' capital plans.

TABLE 3.8
What does your capital plan include? (Q 15 c)

	B.C. Yukon n=18	Alberta n=4	Saskatchewan (1) n=6	Manitoba n=6	Central Eastern n=9
Objectives	18	4	5	6	6
Priorities	18	4	6	6	5
Activities for implementation	18	4	5	5	2
Technical & financial feasibility	18	3	6	5	3
Budget	18	4	6	6	3
Project Monitoring	6	3	5	6	2
Cost Control	4	3	5	6	5
Individual Specific accountability	4	3	4	4	2
Other	-	-	1	-	-

(1) One band does not prepare plan; proposals are submitted on a project-by-project basis.

TABLE 3.9

Are all three planning areas covered in your capital plan? (Q 18)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	15	3	5	6	6	1	1	37 (86%)
No	3*	1	1	-	1	-	-	6 (14%)
Total Bands w/ Capital Plan	18	4	6	6	7	1	1	43 (100%)

* Three bands do not include education.

TABLE 3.10

RE: Housing: a) What aspects does plan include? (Q 19)
 b) How do you identify Capital Needs? (Q 20)
 c) How do you identify O&M Needs? (Q 21)

Sample n with housing in plan	B.C. Yukon n=18	Alberta n=4	Sask. n=6	Manitoba n=6	Central Eastern n=8
a. <u>Aspects</u>					
Priorities	18	4	6	6	8
Objectives	18	3	6	6	6
Promotion of awareness of housing program	6	3	4	2	1
Management re: rent & fee allocation	4	4	4	-	2
Improving band competence in building and management of housing projects	18	3	5	2	2
Prolonging house life	16	3	5	4	1
Identify housing needs	18	4	6	6	5
Solving housing shortages	18	3	5	6	6
Providing adequate housing	18	3	5	6	7
Maintenance	16	3	5	4	5
Other	6	2	-	1	1
b. <u>Capital Needs</u>					
Observation by Council	18	-	-	-	1
Band member application/input	18	2	4	4	5
Population counts	--	-	-	-	2
Reference to reports re: overcrowding house priority list, unsafe medical conditions, etc.	--	2	2	2	1
c. <u>O&M Needs</u>					
Studies by the housing authorities	--	1	1	-	1
Council observation, community input and feasibility studies	18	1	1	2	2
Council observation and individual requests	16	-	3	1	2
Individual applications to council	--	1	1	1	2
Reference to reports re: unhealthy conditions, etc.	16	-	-	-	1
Other	--	-	-	2	-

TABLE 3.11

RE: Community Infrastructure: a) What aspects does plan include? (Q 22)
 b) How do you identify capital needs? (Q 23)
 c) How do you identify O&M needs? (Q 23)

	B.C. Yukon n=18	Alberta n=4	Sask. n=6	Manitoba n=6	Central Eastern n=9
Sample n with Community Infrastructure in plan					
<hr/>					
a. <u>Aspects</u>					
Priorities	18	3	6	6	8
Objectives	18	4	5	6	7
Needs re: Water, hydro, fire protection, garbage removal and roads	18	4	5	6	9
Provision of technical training	4	2	5	1	2
Maintenance requirement assessment	16	4	5	4	6
Provision of recreation facilities	--	4	5	3	3
Other	6	3	-	-	1
b. <u>Capital Needs</u>					
Council Observation	-	-	1	1	3
Submissions to Council by the "Capital & Public Works Coordinator"	-	-	-	-	1
Long-term population projections	-	-	-	-	1
Council observation community input and feasibility studies	16	2	5	3	1
Review of new homes to be built and serviced	-	-	-	-	2
According to funding received	-	-	-	1	1
DIAND technical services advice	12	-	-	-	-
Community Plan	-	1	-	-	-
Surveys	-	1	-	-	-
c. <u>O&M Needs</u>					
Community input and feasibility studies	12	1	3	-	1
Council Observation	-	-	1	1	5
Submission by the "Capital & Public Works Coordinator"	-	-	-	-	1
Inspection of facilities	-	-	-	2	2
According to funds available	-	-	-	-	1
Government formula	18	2	2	2	-
DIAND technical services advice	12	-	-	-	-

TABLE 3.12

RE: Educational Facilities a) What aspects does plan include? (Q 24)
 b) How do you identify capital needs? (Q 25)
 c) How do you identify O&M needs? (Q 26)

Sample n with Educational Facilities plan	B.C. Yukon n=15	Alberta n=3	Sask. n=5	Manitoba n=6	Central Eastern n=4
<hr/>					
a. <u>Aspects</u>					
Priorities	15	2	5	4	4
Objectives	15	2	5	4	3
Maintenance requirement assessment	5	2	5	2	3
Providing training and assistance in the construction of education facilities	-	2	5	2	3
Identification of Band requirements for adequate educational assets and facilities	-	2	5	3	-
Post Secondary requests	15	-	-	-	-
b. <u>Capital Needs</u>	n/a				
Council identification of needs and community consultation	-	-	-	1	2
N.A. - School is new and in good condition	-	-	-	-	1
Review of student population/enrolment projections	-	-	2	4	1
Feasibility studies by DIAND	-	-	1	-	-
Education facility staff	-	-	1	-	-
DIAND formula	-	1	-	-	-
School Board identifies needs	-	1	-	1	-
Other (DIAND identifies needs)	-	2	1	-	-
c. <u>O&M Needs</u>	n/a				
Council identification of needs	-	-	-	-	2
N.A. School is new and in good condition	-	-	-	-	1
School superintendent/school board notifies band office	-	-	1	-	-
Feasibility study by DIAND	-	-	1	-	-
DIAND formula	-	2	4	4	-
Other	-	1	-	1	-

3.3 Perceived need for the Capital Plan

The next two tables concern the need perceived by the bands for a capital plan.

TABLE 3.13

Does DIAND Review your Capital Plan, and if so, What is the Nature of the Review? (Q 17)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	18	4	6	5	5	1	1	40
No	--	-	-	1	2	-	-	3
Total	18	4	6	6	7	1	1	43

Nature of Review

Central & Eastern

Review & advice minimal	-	-	-	-	-	-	6
Advice on technical & financial aspects	6	-	-	6	-	-	1
DIAND ensures plan is within guidelines	-	-	4	-	-	2	-
DIAND assistance not specified	-	-	-	-	-	3	-
Review only after completion of plan	18	-	-	-	-	-	-

TABLE 3.14

What do you think is the role of the Band's Capital Plan
in preparation of DIAND's Capital Plan? (Q 32)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
Prioritize Projects from all Bands	-	-	2	-	-	2
Cross-check types of pro- jects against DIAND guidelines	-	-	-	1	-	1
Basis of DIAND Capital Plan	12	-	-	-	2	14
No role or impact	2	2	2	1	12	19
Some impact	4	-	-	-	2	6
Don't know	-	1	2	4	-	7
No response or unknown	-	1	1	-	4	6
Total	18	4	7	6	20	55

Annex 4

**Summary Tables from Questionnaires
(Part 2: Implementation)**

4.1 Execution

TABLE 4.1

Are funds received allocated according to Plan? (Q 38)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
Allocated according to plan	16	2	6	4	16	44
Sometimes allocated to priorities other than those in plan	2	1	1	2	2	8
Unknown	-	1	-	-	2	3
Total	18	4	7	6	20	55

TABLE 4.2

Is the Same Person Responsible for both the Preparation and Execution of the plan? (Q 29)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	15	1	2	5	7	1	1	32
No	3	2	4	1	-	-	-	10
Unknown	-	1	-	-	-	-	-	1
Total	18	4	6	6	7	1	1	43

TABLE 4.3

Is the Execution of the Plan monitored? (Q 30)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	18	3	6	6	7	1	-	41
No	-	-	-	-	-	-	1	1
Unknown	-	1	-	-	-	-	-	1
Total	18	4	6	6	7	1	1	43

TABLE 4.4

Does the Band receive assistance for the execution of its capital plan? (Q 31)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	9	2	6	3	4	-	-	24
No	9	2	1	3	3	1	1	20
Unknown	-	-	-	-	-	-	-	--
Total	18	4	7	6	7	1	1	44

TABLE 4.5

Do you analyze the results achieved with your capital plan? (Q 39)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	10	2	4	6	6	-	1	29
No	8	1	2	-	1	1	-	13
Unknown	-	1	-	-	-	-	-	1
Total	18	4	6	6	7	1	1	43

Annex 5

**Summary Tables from Questionnaires
(Part 3: Projects planned and in progress)**

5.1 Projects Planned and in Progress

TABLE 5.1

Bands with Capital Projects Presently in Progress (Yes response to Q 8)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Housing	21	3	6	6	10	4	2	52
% Provincial sample total	100%	75%	86%	100%	77%	100%	66%	90%
Community Infrastructure	11	3	4	4	5	4	2	33
% Provincial sample total	52%	75%	57%	67%	38%	100%	66%	57%
Education Facilities	-	1	3	2	2	-	-	8
% Provincial sample total	-	25%	43%	33%	15%	-	-	14%

TABLE 5.2

Bands with Capital Projects Planning for Next Year (Q 9 Yes Response)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Housing	21	4	6	6	7	4	2	50
% Provincial sample total	100%	100%	86%	100%	54%	100%	67%	86%
Community Infrastructure	13	4	7	5	8	4	2	43
% Provincial sample total	62%	100%	100%	83%	62%	100%	67%	74%
Education Facilities	3	4	3	4	1	1	1	17
% Provincial sample total	14%	100%	43%	67%	7%	25%	33%	29%

5.2 Priorities for Health and Safety

TABLE 5.3

Are there projects necessary for the purpose of health, safety,
or other priorities? (Q10, Q11, Q12)

	B.C. Yukon	Alberta (1)	Saskatchewan (1)	Manitoba (1)	Ontario (2)	Quebec (2)	Atlantic (2)
Yes Response to:							
<u>Health</u>	n/a	2	5(5)	6(4)	7(4)	4	0
Housing	-	2	1	1	1	-	-
Community Infrs.	13(3)	-	3	6	7	4	-
Education	-	-	-	-	-	-	-
<u>Safety</u>	n/a	2	6	6	7	3	2
Housing	-	1	-	-	-	-	-
Community Infrs.	9	1	6	6	6	3	2
Education	3	-	-	-	1	-	-
<u>Other Priority</u>	n/a	1	4	2(4)	4	2	0
New Band Office	-	-	-	-	1	-	-
New school or expansion of old one	-	-	-	1	2	-	-
Recreation facilities	-	-	3	1	1	1	-
Street lights & old age home	-	-	-	-	-	1	-
Sewage system improvement	1	-	-	-	-	-	-
Sawmill	-	-	1	-	-	-	-
New health facility	-	-	-	1	-	-	-
Group home	3	-	-	-	-	-	-
Special needs	16	-	-	-	-	-	-
Day care	4	-	-	-	-	-	-

(1) This question was asked as it relates to outstanding projects (Q7) in the Prairie regions.

(2) The question was asked as it relates to projects planned (Q9) in the central and Eastern regions.

(3) This is a minimum figure. 13 Bands reported "yes" for health needs in water supply, 6 for flood control, and 13 for sewer maintenance.

(4) The same Band priorities under both housing and community infrastructure.

(5) One Band's stated health priority falls under the mandate of Health & Welfare, not DIAND.

5.3 Prioritization

TABLE 5.4

How do you decide which project will be funded first? (Q 27a)

	B.C. Yukon	Alberta	Saskatchewan	Manitoba	Central Eastern	Total
Council decision	8	-	-	-	3	11
Band decision	6	-	-	-	-	6
Nature of funding received	-	-	-	-	2	2
Band input at meeting	-	-	-	-	1	1
DIAND Priority list	7	2	3	2	-	14
Importance of project	-	-	-	-	1	1
No response/unknown	-	-	-	1	11	12
Total	21	4	7	6	20	58

Annex 6

**Summary Tables from Questionnaires
(Part 4: Perception of the bands on the process)**

Perception of the Bands

TABLE 6.1
Are you Familiar with DIAND's Capital Program Objectives? (Q 33)

	B.C. Yukon (1)	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Ycs	12	1	1	3	1	1	1	20 (.36)
No	6	2	5	3	11	3	1	31 (.56)
Unknown	-	1	1	-	1	-	1	4 (.07)
Total	18	4	7	6	13	4	3	55 (1.00)

(1) The response "some knowledge" was interpreted to be "not familiar".

TABLE 6.2

Are you familiar with the approval process by DIAND for your capital request? (Q 34)

	B.C. Yukon (1)	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	12	1	4	4	5	2	1	29
No	6	2	2	1	7	2	1	(.53) 21
Unknown	-	1	1	1	1	-	1	(.38) 5
								(.09)
Total	18	4	7	6	13	4	3	55 (1.00)

(1) The response "some knowledge" was interpreted to be "not familiar".

TABLE 6.3

Do you know how DIAND's funds are allocated to your band? (Q 34)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	16	2	6	6	10	2	2	44
No	2	1	1	-	2	2	-	(.80) 8
Unknown	-	1	-	-	1	-	1	(.14) 3
								(.05)
Total	18	4	7	6	13	4	3	55 (1.00)

TABLE 6.4

Do you Consider that the type of project funded by DIAND matches your priorities? (Q 35)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	18(1)	1	3	2	3	3	2	32 (.58)
No	-	2	3	4	9	1	-	19 (.35)
Unknown	-	1	1	-	1	-	1	4 (.07)
Total	18	4	7	6	13	4	3	55 (1.00)

(1) Only 2 Bands gave an unqualified "yes" response. The other 16 Bands said funding matches priorities but is insufficient.

TABLE 6.5

Do you believe DIAND's representatives are aware of the Bands' objectives and priorities? (Q 36a)

	B.C. Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	16	3	5	6	9	3	2	44 (.80)
No	2	-	2	-	3	1	-	8 (.14)
Unknown	-	1	-	-	1	-	1	3 (.05)
Total	18	4	7	6	13	4	3	55 (1.00)

TABLE 6.6

Do you think DIAND representatives take your needs and priorities into consideration when dealing with the Band? (Q 36b)

	B.C. (1) Yukon	Alberta	Sask.	Manitoba	Ontario	Quebec	Atlantic	Total
Yes	5	2	2	4	4	1	2	20 (.36)
No	13	1	5	2	8	3	-	32 (.58)
Unknown	-	1	-	-	1	-	1	3 (.05)
Total	18	4	7	6	13	4	3	55 (1.00)

(1) The response "DIAND considers needs, but does not respond" was interpreted as a "NO" response.

Annex 7
Capital Allocation Grid

Capital Allocation Grid

	<u>ATLANTIC</u>	<u>QUEBEC</u>	<u>ONTARIO</u>
1) Priorities	. Housing . Infrastructure	None	None
a) Consistency with other regions	Yes	No	No
2) Can priorities be met with existing allocation mechanism	Infrastructure (to some extent)	No	No
3) Objectives	Equitable distribution based on need	1) equitable distribution to clients 2) allocation based on needs, and 3) gradual transfer of decision-making to the clients	1) equitable distribution to districts 2) District allocate on needs and priorities
4) Can objectives be met with existing allocation mechanism?	No	. Yes, partially, objectives 1) and 2). It is unknown how the third objective is affected by the allocation mechanism	. Yes, objective (1) . No; second objective
5) Need based allocation	No	Yes, partially (however a minimum allocation component is still present)	No
6) Form of needs assessment	None	Present and future needs	No
7) Formula used	Population based, assumes needs are proportional to size	Yes, includes: needs population, costs, geography formula)	Population based (formula very similar to HQ
8) Uses of formula	. Housing . Infrastructure . Education	. Housing . Infrastructure	. Housing . Infrastructure . Minor educational

- | | | | |
|--|---|---|---|
| 9) Problem with allocation mechanism | Potential for large misallocation of scarce financial resources by extensive reliance on population-based formula | Potential for small misallocation of scarce financial resources based on a minimum allocation to bands that is not based on needs | Potential for large misallocation of scarce financial resources by extensive reliance on population-based formula |
| 10) Is general allocation based on need? | No | No | No, but there is provision for crisis situations |

	<u>MANITOBA</u>	<u>SASKATCHEWAN</u>	<u>ALBERTA</u>
1) Priorities	. Health/safety . Education . Housing . Other infrastructure	. Health/safety . Education	. Health/safety . Education
a) Consistency with other regions	Yes	Yes	Yes
2) Can priorities be met with existing allocation mechanism	No (as formula assumes need proportional to size)	Yes, as needs are considered	Yes, as needs are recognized in the allocation mechanism
3) Objectives	Improve the quality of community life through band planning, multi-year targets and sound management	N/A	Improve the standard of living on reserves such that basic living conditions are similar to non-Indian communities of similar size and geographic location
4) Can objectives be met with existing allocation mechanism?	No	No objectives specified	Yes
5) Need based allocation	Limited recognition of need through formula (geographic considerations) and regional prioritization	Yes, only for major infrastructure and major education projects	Yes
6) Form of needs assessment	Priority specified	Categorization of need	Indexing of need
7) Formula used	Population based (similar to HQ formula)	Yes, only for housing	Yes, but also considers need
8) Uses of formula	. Housing . Infrastructure . Education	. Housing	. Housing . Minor infrastructure

- | | | | |
|--|--|--|--|
| 9) Problem with allocation mechanism | Potential for large mis-allocation of scarce financial resources by extensive reliance on population based formula | Potential for small mis-allocation of scarce resources by reliance on population based formula for housing | Very little, if indexing is done efficiently |
| 10) Is general allocation based on need? | No, but there is provision for contingency situations | No, but there is provision for contingency situations | Yes |

	<u>BRITISH COLUMBIA</u>	<u>HEADQUARTERS</u>
1) Priorities	. Health and Welfare . Departmental standards . Upgrading	. Health and safety
a) Consistency with other regions	Yes	Yes
2) Can priorities be met with existing alloca- tion mechanism	Yes, partially, as need is recognized	Yes, as needs are considered
3) Objectives	No objectives stated	No
4) Can objectives be met with existing allocation mechanism?	No objectives stated	No objectives stated
5) Need based allocation	Minimal recognition of need	No
6) Form of needs assess- ment	Priority rating	N/A
7) Formula used	Population based	Population based
8) Uses of formula	. Housing	Equitable allocation to regions
9) Problem with allocation mechanism	Some potential for mis- allocation of scarce financial resources by reliance on population based formula for housing	The allocation mechanism, even it is a matter of time savings and cost-savings creates a potential for misallocation of resources
10) Is general allocation based on need?	Yes, only to the extent that priorities are specified	Yes, only to the extent that HQ determines a project is worthwhile; great discretion on the part of HQ

APPENDIX II
Review of Capital Program: Atlantic, Québec and Ontario

INDIAN AND NORTHERN AFFAIRS CANADA

REVIEW OF CAPITAL PROGRAM

DRAFT REPORT

DECEMBER, 1988



INDIAN AND NORTHERN AFFAIRS CANADA

REVIEW OF CAPITAL PROGRAM
DECEMBER, 1988

DRAFT REPORT

TABLE OF CONTENTS

	<u>PAGE</u>
EXECUTIVE SUMMARY	i
1. INTRODUCTION	
1.1 Purpose of the Report	1
1.2 Background	1
1.3 Methodology	2
1.4 Limitations	3
2. FINDINGS AND RECOMMENDATIONS	6
2.1 Description of the Allocation Procedures Now in Use by the Bands	6
2.1.1 Recent and Planned Capital Expenditure Activity	6
2.1.2 The Capital Planning Process	8
2.1.2.1 Description of the Bands' Capital Planning Process	8
2.1.2.2 The Three Planning Areas of Capital Allocation: Housing, Community Infrastructure and Educational Assets	10
2.1.2.3 The Bands' Execution of their Capital Plans	12



2.2	The Extent to which the Headquarters, Regional and Band Allocation Procedures Meet the Objectives and Priorities for which they were Designed	13
2.3	Options for Improvement	19
Appendix "A"	- Recent and Planned Capital Expenditure Activity	23
Appendix "B"	- The Bands' Capital Planning Process	31
Appendix "C"	- The Three Areas of Capital Allocation	41
Appendix "D"	- Execution of the Capital Plan	47
Appendix "E"	- Headquarters and Regional Capital Program Objectives, Priorities and Allocation Mechanisms	52
Appendix "F"	- Findings Re: Whether Band Objectives and Priorities are Met by the Present Capital Allocation Mechanism	60
Appendix "G"	- Responses to the Questionnaire by Band Population	81
Appendix "H"	- Responses to the Questionnaire by Band Location	92



EXECUTIVE SUMMARY

Findings and Conclusions

1. There appears to be insufficient funding to meet many basic band needs including the need for running water, proper sewers, electricity and adequate housing.
2. Capital allocation formulas at the headquarters and regional levels do not necessarily allocate funds based on need, but, rather, on band population and geographic remoteness criteria.
3. There is not a uniform, consistent approach to capital planning and funding allocation at the headquarters, region and band levels. This prevents the articulation and assessment of needs on a national basis and, of note, very few bands reported having capital plans.
4. Band project and capital plan monitoring is done, for the most part, on an informal word-of-mouth basis.
5. Minimal assistance is provided by INAC to the bands in preparing their capital plans and in carrying out their projects.
6. Bands do not understand the Capital Program objective and how funds are allocated and, as a result, there is a lack of awareness concerning the limitations of the Capital Program and frustration with the Program at the band level.
7. The bands believe that INAC is inflexible and does not respond to their needs and priorities on a timely basis.



Recommendations

1. Rather than continuing with the formula based allocation mechanisms, devise needs based capital plans. The primary component of this is to develop a needs inventory at the band, regional and national levels.
2. Prioritize the needs, for example: running water and sewer systems in all reserves, followed by adequate housing and roads, and then fund specific band needs based on their standing in the priority list to the extent of funds available.
3. Introduce a uniform and consistent capital planning system across the country. As a condition of receiving funding, insist on all bands and regions preparing, in proper form, an annual capital plan.
4. Introduce controls and procedures, to the extent possible, to ensure that projects are substantiated, properly monitored and accounted for.
5. As practicable, inform the bands about the Capital Program - its objectives, how funds are allocated to the bands, and the limitations of the Program.
6. Take measures to improve the timeliness and responsiveness of INAC representatives to band concerns.



1. INTRODUCTION

1.1 Purpose of the Report

To assist the Evaluation Directorate and senior management of Indian and Northern Affairs Canada ("INAC") in their review and assessment of the Capital Program: Allocation Mechanism, we have prepared the following report. As requested by the Evaluation Directorate, the report addresses the following:

- a description of the selected bands' capital spending activities in the past 5 years, this year and those that are planned for next year;
- a description of the form and content of the bands' capital plans and the planning process;
- our findings re the bands' execution and monitoring of their capital plans;
- a description of the headquarters and regional capital allocation mechanisms;
- a discussion of the extent to which the headquarters and regional capital allocation mechanisms meet the objectives and priorities for which they were designed;
- a discussion of options for improvement.

1.2 Background Re: The Evaluation of the Capital Program

Prior to our being retained by INAC to assist in the evaluation of the Capital Program, the Evaluation Directorate prepared an extensive planning report which outlined and set-out the background and reasons for the evaluation, the evaluation issues and the methodology to be used by INAC and ourselves in reviewing the Capital Program.



1.3 Tasks

The tasks undertaken to conduct the assignment are as follows:

- reviewing the INAC Evaluation Directorate's Statement of Work;
- attending an orientation meeting with an INAC Evaluation Directorate representative;
- preparation and discussion of an interview guide with a representative of the INAC Evaluation Directorate;
- reviewing headquarters and regional documents re the Capital Program;
- brief meetings with INAC headquarters and regional representatives re the Capital Program;
- meetings with the bands selected by the INAC Evaluation Directorate in order to complete the interview guide;
- preparation and presentation of an interim report to the National Review Committee-Capital Allocation;
- periodic discussions with the INAC Evaluation Directorate throughout the assignment concerning our findings.



1.4 Limitations

Limitations on the assignment, and thus our findings and conclusions are as follows:

Nature of the Interviews

Other than the review of background information provided by INAC and regional representatives, we have relied solely on the responses provided by the interviewees. We did not audit or otherwise verify their responses; for example, by conducting an inspection of the reserves, or speaking to the reserves' INAC representative or band members.

Number of Interviews

The sample of 20 bands selected by the Evaluation Directorate (Ontario 14, Quebec 4, Atlantic 3) represents, reportedly, only 10% of the bands in these regions.

Due to telephone transmission problems and a lack of cooperation from one band, 18 of the 20 bands were interviewed.

The Nature of the Sample

Throughout the report our findings and conclusions are summarized with respect to the whole sample, by province, geographic location (rural, urban, special access) and population (<250, 250-1000, >1000). In evaluating the data, the following statistics should be kept in mind.

Total sample:	<u>No. Bands</u>
Ontario	12
Quebec	4
Atlantic	<u>2</u>
	18



Provincial breakdown by geographic location:

	<u>Total Sample</u>	<u>Geographic Location</u>		<u>Special Access</u>
		<u>Rural</u>	<u>Urban</u>	
Ontario	12 (100%)	6 (50%)	4 (33%)	2 (17%)
Quebec	4 (100%)	1 (25%)	3 (75%)	- -
Atlantic	2 (100%)	2 (100%)	- -	- -
	<u>18</u>	<u>9</u>	<u>7</u>	<u>2</u>

Provincial breakdown by band population:

	<u>Total Sample</u>	<u>Band Population</u>		
		<u><250</u>	<u>250-1000</u>	<u>>1000</u>
Ontario	12 (100%)	7 (58%)	3 (25%)	2 (17%)
Quebec	4 (100%)	1 (25%)	2 (50%)	1 (25%)
Atlantic	2 (100%)	- -	1 (50%)	1 (50%)
	<u>18</u>	<u>8</u>	<u>6</u>	<u>4</u>



Geographical breakdown by province:

<u>Location</u>	<u>Total Sample</u>	<u>Province</u>		
		<u>Ontario</u>	<u>Quebec</u>	<u>Atlantic</u>
Rural	9 (100%)	6 (67%)	1 (11%)	2 (22%)
Urban	7 (100%)	4 (57%)	3 (43%)	- -
Special Access	2 (100%)	2 (100%)	- -	- -
	<u>18</u>	<u>12</u>	<u>4</u>	<u>2</u>

Population breakdown by province:

<u>Population</u>	<u>Total Sample</u>	<u>Province</u>		
		<u>Ontario</u>	<u>Quebec</u>	<u>Atlantic</u>
>250	8 (100%)	7 (88%)	1 (12%)	- -
250-1000	6 (100%)	3 (50%)	2 (33%)	1 (17%)
>1000	4 (100%)	2 (50%)	1 (25%)	1 (25%)
	<u>18</u>	<u>12</u>	<u>4</u>	<u>2</u>



2.0 FINDINGS AND RECOMMENDATIONS

Section 2.0 of the report discusses the bands' present capital allocation procedures and their planning processes (sections 2.1 through 2.1.2.3), the extent to which these procedures and mechanisms meet the objectives for which they were designed (section 2.2) and options for improvement (section 2.3).

2.1 Description of the Allocation Procedures Now in Use by the Bands

This section of the report describes and discusses recent and planned band capital expenditure activity (section 2.1.1), the bands' capital planning process (section 2.1.2.1), the form and content of their capital plans as they relate to housing, community infrastructure and education assets (section 2.1.2.2) and the execution of their capital plans (section 2.1.2.3).

2.1.1 Recent and Planned Capital Expenditure Activity

The bands were asked to describe the capital projects they have undertaken in the last 5 years, projects that are presently underway, and what projects the bands plan to undertake next year. Our findings are summarized below. Detailed findings and tables are presented in Appendix A.

1. Recent expenditures

Recent band capital expenditure activity and planned expenditures involve new house construction, community infrastructure and, to a much lesser degree, education asset construction.

2. Housing expenditures

Concerning housing, substantially all expenditures are made on new houses as opposed to renovations and maintenance which suggests that many bands have housing shortages.

3. Cost of housing

A number of bands noted that they spend \$50,000 to \$70,000 to build a new home, but that INAC funding is significantly less than this.



4. Community infrastructure construction

With respect to community infrastructure, the planned projects appear to be very basic as the majority of such construction is concerned with new water and sewer system construction and major road repairs. A relatively small number of bands have built, or intend to build, administrative offices, medical centres and rehabilitation facilities.

There was no indication of bands having constructed, or planning to build, recreational facilities.

5. Amount of expenditures

Expenditures can be very large - frequently in excess of \$1.0 million - which suggests that there is a strong need for proper capital planning and project accountability.

6. Large and rural band activity

It appears that the larger urban bands are more active than small rural and special access bands; particularly with respect to present and planned housing and infrastructure construction. This suggests that the large urban bands may have more money to spend relative to their respective capital expenditure requirements than small rural and special access bands.



2.1.2. The Capital Planning Process

This section of the report provides a general description of the planning process used by the bands (2.1.2.1), discusses the planning process as it relates to housing, community infrastructure and educational facilities (2.1.2.2) and, lastly, discusses the bands' execution of their capital plans (2.1.2.3)

2.1.2.1 Description of the Bands' Capital Planning Process

We asked the bands to provide particulars about their community plans and how the plans are used in preparing their capital plans. Several questions also addressed the bands' capital plans, in particular: the format and preparation of their capital plan, whether they receive assistance in preparing the plan and the nature and perceived value of the assistance. Detailed findings are presented in Appendix B and are summarized below.

1. Community and capital plan preparation

As only 15% (3 of 20) of the bands interviewed have community plans, and only 45% (9 of 20) of the bands have capital plans, it is evident that INAC does not require that these documents be prepared. Of note, no special access bands reported having a community or capital plan.

2. Perceived need for capital plans

Not only do most bands not prepare community or capital plans, a number of bands stated that they saw no need for such plans and that, in any event, it is not practicable to prepare plans in light of the very basic needs on the bands and the constraints imposed on them with respect to preparing plans: for example, lack of capital targets, lack of funding and assistance to prepare a plan.



3. Individuals preparing the capital plan

For those bands which prepare capital plans, there does not appear to be a consistent approach to which individuals have input in plan preparation. In all 9 cases, council or council members were identified as having a role in plan preparation whereas band members and INAC were identified as participating in only 5 of 9 and 4 of 9 instances, respectively.

4. Determination of priorities

Consistent with point 4, it is apparent that there is not a uniform approach to how the capital plans are prepared; however, of note, the council invariably sets the priorities and in most cases - but not all - obtains input from band members.

5. Capital plan contents

Concerning the contents of the capital plans, there is again no consistency amongst the bands: for example, only 6 of 9 plans reportedly address objectives, 5 of 9 address priorities, 2 of 9 provide for individual specific accountability and 3 of 9 discuss technical and financial feasibility.

6. Review of capital plans

With respect to the review of the capital plans 78%, (7 of 9) reported that INAC reviews their plan; however, of note, 6 of 9 stated the advice and guidance received was of minimal value and 2 of 9 reported that INAC did not review their plan.



2.1.2.2 The Three Planning Areas of Capital Allocation

The bands were asked to discuss whether the 3 areas of capital allocation are addressed in their capital plans and how comprehensive their plans are with respect to each of these areas. Our detailed findings are presented in Appendix C and are summarized below.

1. Capital plan content

As previously noted, there is a lack of consistency in capital plan content and in the plans' depth of discussion. Presumably, this is attributable to INAC not requiring that all bands prepare capital plans. For example:

Housing -

	<u>No. Bands</u>
- priorities	8
- objectives	6
- identifying housing needs	5
- cost control	1

Community infrastructure -

	<u>No. Bands</u>
- priorities	8
- objectives	7
- provision for technical training	2
- needs re: hydro and water	9



Education -

	<u>No. Bands</u>
- priorities	4
- objectives	3
- maintenance requirement assessment	5

2. Capital plan specifics

Although the bands may discuss and agree on priorities, objectives, maintenance requirements or the provision of technical training, it appears that much of the plans contents are undocumented, i.e. all of the capital plans we reviewed are merely listings of specific projects or areas of capital expenditure (housing, sewers, recreation, etc.) with the amount of funding requested for each category for the next 5 years and a very brief discussion to justify the funding request. There was little, if any, "how to" discussion and commentary about, for example, cost control, feasibility and project monitoring.

3. Need identification

Concerning the identification of housing, community infrastructure and educational asset needs, it appears that they are determined in a wide variety of ways, but, primarily, through observation by council members and discussion with band members. As with capital plan preparation, it appears that for the most part the determination of needs is done on an informal, word-of-mouth basis.



2.1.2.3. Execution Of The Capital Plan

The bands were asked to discuss who is responsible for the execution and monitoring of their plans and whether the bands receive assistance for the execution of their plans. Our findings are summarized below and detailed findings are presented in Appendix D.

1. Responsibility for capital plan execution

All the 9 bands which prepare capital plans reported that the same person is responsible for preparation and execution of their plan. Only 1 response was received as to who this person was, and the particulars of his background and other band responsibilities. However, as the discussion of the planning process identified that the chief, councillor, or band manager usually prepare the capital plan, these individuals are also presumably responsible for overseeing plan execution. This would suggest, therefore, that capital plan execution is the responsibility of band officers who are familiar with project and capital plan particulars and are thus in the best position to review and compare results to plan. The lack of responses concerning who is responsible for plan execution could be an indication that the bands do not specifically assign responsibility for overseeing execution.

2. Monitoring execution

Substantially all of the bands (8 of 9) which prepare capital plans stated that plan execution is monitored; however, of note, only 1 band reported having a formal reporting process whereunder band officers were required to provide monthly written reports to council. This suggests that most projects are not closely monitored which could, conceivably, lead to cost overruns, the misappropriation of funds and a higher incidence than would otherwise occur of inefficiencies and program objectives not being achieved.



3. Assistance re: execution

Only 4 of 9 bands which prepare capital plans indicated they receive assistance in executing their capital plans. Few details were given concerning the nature and value of the assistance received.

2.2 The Extent To Which The Allocation Procedures Meet The Objectives And Priorities For Which They Were Designed

This section of the report describes regional and headquarters Capital Program objectives and priorities and their respective allocation mechanisms; compares the priorities and objectives of the bands with those of the regions and headquarters and; discusses the extent to which the objectives and priorities of the bands are met by present allocation mechanisms.

Detailed descriptions of the headquarters and regional Capital Program objectives, priorities and allocation mechanisms are set out in Appendix E. Appendix F provides detailed particulars concerning whether band objectives and priorities are being met by the present capital allocation mechanism. Our findings are summarized below.

Findings Re: Headquarters and Regional Capital Allocation Mechanisms

1. Headquarter's Capital Program objective

The headquarters Capital Program objective states that the purpose of the Capital Program is to improve the standard of living so that basic levels of health and safety are provided to on-reserve residents and, secondly, to provide facilities and services to ensure a quality of life comparable to non-Indian communities living in similar areas.



2. Headquarter's Capital Program priorities

From information provided to us, it does not appear that INAC headquarters has specific priorities for its Capital Program; for example, constructing a certain number of houses in the next 5 years or ensuring that all bands have running water and sewer facilities in 3 years time.

3. Headquarter's funding allocation

Headquarter's funding to the regions is determined by applying population based formulas to the funds available for distribution. The population figures used are band population statistics adjusted for geographic remoteness and cost indices factors. The implicit assumption in the allocation formula is that a region's on-reserve population and the geographic remoteness of the bands within a region reflect the needs of the bands in a region.

The strengths of this approach are that it can be consistently applied and it is reasonably easy to understand. The weakness is that it does not recognize individual band needs as they are assumed to be a function of population size and the geographic location of a band relative to an urban centre.

4. Regional Capital Program objectives

Each of the Ontario, Quebec and Atlantic regions reportedly have a capital plan objective of ensuring that funds are allocated on an equitable bases based on band needs. Of note, none of the region's objectives cite headquarter's Capital Program objective, nor do they define what is meant by an "equitable distribution based on band needs".



Without clearly articulated objectives and priorities the capital allocation process is possibly subject to inconsistency and arbitrariness; particularly in those areas where the formulas are not relied on but, rather, bands must present their case to the district or region for specific project funding.

Presumably, the regions' Capital Program objectives should be consistent as the headquarter's objective; augmented and more clearly articulated where appropriate.

5. Regional Capital Program priorities

Neither Ontario or Quebec regions reportedly have specific capital plan priorities. Atlantic region stated that its primary priority is housing followed by community infrastructure. Clearly, for the regions to be proactive, and to be able to work with the bands in achieving their needs, specific priorities and measurable goals should be established; for example: building a new road in 4 bands in 1990, or ensuring that all bands have electricity and running water by 1993.

6. Regional funding allocations

Each region has its own capital allocation formulas; there is not a consistent approach to capital funding allocation.

With the exception of Quebec's housing allocation formula and specific project authorization requirements for education and major capital expenditures, the allocation formulas are population based and provide funding to bands based on the proportion of the bands' population to total region population. Here again, there are inconsistencies amongst regions.



For example, Ontario's housing allocations and Quebec's minor capital allocations are based on the proportion of which a band's adjusted population is of the region's adjusted population. In contrast, Atlantic region's housing allocation is determined by dividing band on-reserve population by the region's on-reserve population.

As previously noted, the shortcoming of the formula-based approach is that it assumes band needs are a function of band population and the proximity of bands to urban centers.

Findings Re: Band Objectives and Priorities and the Extent to Which the Present Allocation Procedures Meet the Objectives

1. Band needs

It appears that many basic band needs must be addressed which indicates that the present capital allocation procedures and mechanisms are not ensuring that the Capital Program objective is being met. For example, 50% of the bands interviewed stated they could not commence all of the housing projects that were planned; 30% of the bands interviewed reported they could not do planned infrastructure projects; and 20% indicated that they could not do education asset and facility projects which were considered necessary. In addition, many projects must be completed for health, safety and other purposes. Several bands stated they urgently require funding for water and sewer facilities, ambulance or medical treatment facilities. Road improvements were cited as being a critical need in several instances.

2. Insufficient funding and present allocation formulas

The primary reason given for projects not being commenced is lack of funding. It also appears that certain bands have more basic needs than other bands, a number of which indicated they did not have urgent priorities for health, safety or other purposes. As well, the bands classified different types of needs as being critical; in several



instances water and sewer services were noted by some bands and others reported that drug and alcohol centres and ambulance service was urgent.

Certainly ambulance services, new band offices and other facilities are important, but they are not as basic as sewer, water and road construction. This inconsistency in band needs suggests - notwithstanding the overwhelming need for more capital funding being provided - that some bands may not be in need of funds nearly to the degree that other bands are; however, despite this, they continue to receive their annual allocation of capital funds due to the nature of the capital allocation formulas which do not necessarily ensure that the bands most in need receive the requisite funding.

The discussion in section 2.1.1 concerning projects which are underway now (question 8) provided further evidence of this "funding inequity". The responses to question 8 indicated that larger urban and rural bands were more active in housing and community infrastructure construction. Presumably, this is due to these bands receiving relatively larger capital allocations due to their large populations and the fact that the allocation formulas are primarily determined by band population.

3. Capital plan preparation

As discussed in section 2.1.2.2 with respect to the capital planning process, capital plan preparation and the determination of priorities and objectives, it was concluded that only 9 of the 20 bands in the sample prepared capital plans, that the plans appeared to be very inconsistent in content and lacked depth in their analysis. In addition, for the most part, it appeared that the capital plans described to us were not formally documented by the bands and that the determination of needs and priorities is done on an informal word-of-mouth basis. The lack of consistency and structure in determining needs was further supported by the responses to the question which addressed capital targets and how the bands decide on which project will be funded first.



Given the quality of the bands' capital plans, and indeed, the surprising lack of capital plans, it would appear that the capital planning process does not necessarily ensure that the bands' most pressing needs are identified and funded.

4. Capital plan execution

Section 2.1.2.3 addressed the execution of the capital plans and concluded that the bands receive very little assistance in monitoring their plans and that plan monitoring is done, for the most part, on an informal, verbal basis. The lack of structure, and routine, systematic follow up in monitoring plan execution suggests that the bands may not necessarily undertake and complete projects with a view to minimizing costs and ensuring that all expenditures are properly authorized and accounted for. This, in turn, suggests that band needs, which could otherwise be satisfied if funds were efficiently utilized, go unsatisfied.

5. Awareness of Capital Program

Concerning band awareness of the Capital Program objective, only 25% (3 of 20) of the bands said they were familiar with it. Only 40% (8 of 20) of the bands stated they were familiar with the INAC capital funding approval process and, of note, only one band could give as a reasonably good description of the process. These findings suggest that INAC must inform the bands about the capital planning process and how it works.

6. INAC funding and band priorities

It is also very apparent that the bands do not believe INAC funding matches their priorities and that INAC does not take their needs into consideration when dealing with the hands. For example, many bands stated that the process is not responsive to their needs as it is to bureaucratic and slow - indeed, 2 bands stated that they believe INAC deliberately slows the capital allocation process down in order to reduce the amount of



funding provided. A number of bands also commented on how inflexible the process was, and that INAC only had fixed amounts to spend on specific projects. Lastly, as previously mentioned, the most common concern of the bands was that funding was not sufficient to even ensure that basic needs such as adequate housing and sewers were built.

2.3 Options For Improvement

This section of the report discusses possible options for improvement in the Capital Program. In addition, the possible impact of these changes on the funds allocated to the regions and bands is discussed.

Recommendations

1. Needs identification

The interviews indicated that most of the bands have many basic needs which must be met; however, despite this, certain bands appear to have much more pressing needs than other bands. The present capital allocation mechanisms do not ensure that the bands in greatest need receive sufficient funding as they direct funds to regions and bands without specifically addressing actual needs.

In order to address this issue, it is necessary that a "needs inventory" be prepared by band which, in turn, would be aggregated by region and on a national basis. To facilitate the preparation of this inventory it would be necessary that INAC, in consultation with the bands, list and rank the needs to be addressed by the Capital Program.

For example, it could be determined that the most important priority would be to ensure that all bands have proper sewers and running water, followed by proper housing, electricity, medical care and roads. Having established the priorities and inventoried them by band and on a national basis,

capital funding would first be applied to the highest priority - nationally - and only when that need has been satisfied would funding be available for the second most important need.

Provision would have to be given for maintaining the existing asset base and, as well, where practical, standard building and construction codes would have to be developed to ensure a consistent level of expenditure on a particular need.

2. Allocation mechanism

Having identified, inventoried and ranked band needs, it would be necessary that they be costed, the result being a costed, prioritized inventory of needs by band, region, and on a national basis. Funding could then be made direct to the bands, or to the bands through the regions, to those bands with the need(s) which are to be funded (i.e. the highest priority national need as determined in consultation with the bands) to the extent of funding available.

3. Capital plan preparation and execution

Presently, most bands neither prepare a community plan or a capital plan. Those capital plans that are prepared lack depth in their analysis, and amongst those bands that do prepare a capital plan, they are not prepared on a consistent basis.

Furthermore, it is not apparent that the bands' capital planning process ensures that the bands' most critical needs are addressed and whether projects are monitored to ensure that funds are spent, as authorized, in an efficient and effective manner.

Our review also indicated that INAC personnel do not typically take an active role in band capital plan preparation or in monitoring project completion.



The proposed system for preparing a national needs inventory and allocating funds to specific bands for specific nationally prioritized needs, would remove, for the most part, onus of capital plan preparation from the bands. Their duties would be limited to maintaining a current needs inventory, substantiating projects which are eligible for funding in accordance with the nationally prioritized needs list and monitoring on-going projects and expenditures to facilitate reporting to region and headquarters.

At the national and regional levels, to ensure uniform treatment to all bands, a single, all-encompassing capital plan should be developed. The foundation of the capital plan would be the needs inventory which would provide specific and measurable priorities and a benchmark against which to monitor performance and achievement.

Regional duties would be directed to working with the bands to articulate needs and substantiate projects; assisting the bands in executing their projects; ensuring that the bands monitor and account for their projects and, lastly; to report to headquarters with respect to the administration of the plan, i.e. providing timely and informative information to headquarters to facilitate over-all direction and control of the Capital Program.

4. Band understanding of the Capital Program

Our review indicated that most of the bands are not familiar with the Capital Program objective; that they do not believe that INAC funding matches their priorities; that INAC does not, for the most part, take their needs into consideration when dealing with the band; and that INAC is too slow to react and respond to their concerns.

Assuming that needs-based, rather than population driven allocation mechanisms are adopted, much of the misunderstanding about the Program would no doubt be alleviated. Indeed, the very nature of this approach to capital budgeting leads to a better understanding of needs levels.



However, despite this, and in order to successfully implement the proposed approach, it would be necessary that the bands be more fully informed about the Capital Program and its limitations.

In turn, in order to overcome band concerns about INAC responsiveness and timeliness, it appears that efforts should be made to streamline the system and, to the extent possible, make regional and band INAC representatives more responsive to band concerns. A possible solution would be to give more decision making authority to regional and band INAC personnel for those band concerns which should receive timely responses. Another possible solution would be the appointment of regional "Capital Program Ombudsmen" who would hear disputes and resolve misunderstandings between INAC and the bands.

5. Adequacy of funding

Proper project monitoring and cost control, as well as more directed use of capital funds to the more serious needs should help in alleviating the inadequacy of Capital Program funding; however, despite this, it appears that funding will still not be sufficient given the needs of the bands. A more accurate assessment could be made by completion of the proposed needs inventory.

Impact of Proposed Changes on Band Funding

It is not possible to determine, or even estimate, the impact on funding to the regions or bands of the proposed needs-based Capital Program. Although there would presumably be more funding directed to those bands within each region which have the greatest needs, i.e. for sewers, water, electricity and proper housing, etc.



Appendix A
Recent and Planned Capital
Expenditure Activity



Question 6 - What Projects Were Completed In The Last 5 Years?

Housing -

Virtually all bands interviewed constructed new homes. The number built in the last 5 years varied significantly depending on band size and housing needs. For example, approximately half of the bands built an average of 2 to 5 houses a year, and the remainder of the bands built 10 to 20 homes a year. Of note, however, one band built 43 new homes in 1985 and another band has built, on average, 33 houses a year in each of the past three years. The bands reported that the homes cost, on average, approximately \$50,000 to 70,000 each, that INAC funding is typically much less than this and that, in any event, they cannot build proper homes with the \$50,000 to \$70,000. Substantially all housing expenditures were made on new and replacement homes (primarily new homes due to housing shortages) as opposed to renovations.

Community infrastructure -

Approximately 50% of the bands interviewed undertook water, sewer and septic projects - typically major upgrades or new facilities. In some cases, expenditures were very significant. For example, 3 projects cost, respectively, \$3,500,000, \$1,100,000 and \$770,000. A number of projects cost in the range of \$50,000 to \$100,000.

Approximately 50% of the bands interviewed also completed work on roads and bridges; primarily on upgrading and improving present roads. Concerning cost, the 3 most expensive projects reported cost, respectively, \$270,000, \$200,000 and \$120,000.

Other projects included a rehabilitation centre (\$800,000), 2 band administration offices (\$1,500,000 and \$560,000), a cultural centre (\$500,000) and 3 medical/nursing centres for which the costs were not reported.



Education -

Approximately 35% of the bands made expenditures on schools and teacherages in the past 5 years, as follows.

<u>Band</u>	<u>Schools</u>	<u>Teacherages</u>
1	\$ 80,000 (1)	-
2	1,200,000	-
3	-	\$125,000
4	2,500,000	-
5	3,200,000	-
6	1,000,000	-
7	cost not reported	-

(1) Renovation only. All other expenditures were for new facilities or major expansions.

Question 8 - What Projects Are Presently In Progress?

TABLE 1.1. Is your Band Presently Undertaking New House Construction?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	10	77	4	100	2	66	16	80
No	2	16	-	-	-	-	2	10
Unknown	1	7	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0



Population breakdown:

<250 -67% (6 of 9); 250-1000 -86% (6 of 7); >1000 -100% (4 of 4)

Geographic breakdown:

rural - 70% (7 of 10); urban - 100% (7 of 7); special access - 67% (2 of 3)

As discussed under question 6 concerning house construction in the past 5 years, it appears that very little money is presently being spent on house maintenance and renovation.

TABLE 1.2. Is Your Band Presently Undertaking Community Infrastructure Projects?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	38	4	100	2	66	11	55
No	7	54	-	-	-	-	7	35
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

<250 -22% (2 of 9); 250-1000 - 72% (5 of 7), >1000 -75% (3 of 4)

Geographic breakdown:

rural - 40% (4 of 10); urban - 86% (6 of 7); special access - 0% (of 3)

Infrastructure projects typically concern road resurfacing, sewer and water construction.



TABLE 1.3. Is Your Band Presently Undertaking Education Asset Projects?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	15	-	-	-	-	2	10
No	10	77	4	100	2	66	16	80
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

<250 -0% (0 of 9); 250-1000 -14% (1 of 7); >1000 -25% (1 of 4)

Geographic breakdown:

rural - 0% (0 of 10); urban - 14% (1 of 7); special access - 33% (1 of 3)



Question 9 - What Projects are Planned for Next Year?

TABLE 1.4 Is Your Band Planning to Undertake Housing Projects Next Year?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	54	4	100	2	67	13	65
No	5	38	-	-	-	-	5	25
Unknown	1	8	-	-	1	33	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

<250 -44% (4 of 9); 250-1000 -72% (5 of 7); >1000 -100% (4 of 4)

Geographic breakdown

rural - 60% (6 of 10); urban - 80% (6 of 7); special access - 33% (1 of 3)



TABLE 1.5 Is Your Band Planning to Undertake Infrastructure Projects Next Year?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	8	62	4	100	2	67	14	70
No	4	31	-	-	-	-	4	20
Unknown	1	7	-	-	1	33	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

<250 -44% (4 of 9); 250-1000 -86% (6 of 7); >1000 -100% (4 of 4)

Geographical breakdown:

rural - 70% (7 of 10); urban - 100% (7 of 7); special access 0% (0 of 3)

The nature of the planned projects is evenly split between road work (new and upgrades) and the construction of new water and sewage facilities. A large rural Atlantic band plans to build a fire pump station, sidewalks, and a maintenance garage in addition to sewer and road improvements.



TABLE 1.6 Is Your Band Planning to Undertake Education Asset Projects Next Year?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	1	7	1	25	1	33	3	15
No	11	86	3	75	1	33	15	75
Unknown	1	7	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

<250 -12% (1 of 9); 250-1000 -0% (0 of 7); >1000 -50% (2 of 4)

Geographic breakdown:

rural - 10% (1 of 10); urban - 14% (1 of 7); special access - 33% (1 of 3)



Appendix B

Description of the Planning Process
Used by the Bands



Question 13. Do You Have A Community Plan?

TABLE 2.1

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	15	-	-	1	33	3	15
No	10	77	4	100	1	33	15	75
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Of the 3 bands which have community plans, one was reportedly over 8 years old, another 3 years old and the third over 14 years old. Reportedly, the 14 year old plan and the 3 year old plan are updated annually. Two of the three bands reported their plans address all band needs (economic development, social, recreational, housing etc.). One of the bands prepared its own plan, with minimal INAC assistance, and the other two bands retained consultants to assist them.

Two bands stated they are presently preparing community plans and two others said they had never realized the importance of a community plan but will be retaining consultants to prepare one in the near future.



Comments included:

- A community plan is not needed; no planning is done; our needs exceed our funding and; as our needs are very basic planning is simple.
- It is not possible to do as we are too busy managing current expenditures.
- We do not have the funds to prepare one; the band knows its needs.
- We do not even receive capital targets; as projects are entirely dependant on INAC funding we cannot plan until we know what funding is available; it is too difficult to do as the bands' population is very unstable.

Question 14. Do You Have A Capital Program Plan?

TABLE 2.2

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	54	1	25	1	33	9	45
No	5	38	3	75	1	33	9	45
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

<250 -44% (4 of 9); 250-1000 -43% (3 of 7); >1000 -50% (2 of 4)

Geographic breakdown:

rural - 60% (6 of 10); urban - 43% (3 of 7); special access - 0% (0 of 3)



Reasons given for not preparing a capital plan were similar to those given for not preparing a community plan. In addition, the following comments were made:

- We do not see the need for one, the process is not understood.
- It is not worthwhile as INAC reacts to project specific requests within our annual funding allocation.
- We cannot plan for future years when we do not know what next year's funding will be.

Question 15. Who Prepares Your Capital Program Plan?

	<u>No. Bands</u>
- consultants only	2
- the band manager with council's assistance and meetings with band members	1
- the band council with consultant's assistance	1
- the band technical officer and maintenance manager with assistance from INAC and Health and Welfare	1
- the band council with INAC assistance	2
- individual members of council re: their area of responsibility	1
- particulars not provided.	<u>1</u>
	<u>9</u>



Question 15 (a). Do You Receive Assistance In Preparing The Capital Plan?

TABLE 2.3

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	57	1	100	1	100	6	67
No	3	43	-	-	-	-	3	33
Unknown	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Population breakdown:

<250 - 75% (3 of 4); 250-1000 -33% (1 of 3); >1000 -100% (2 of 2)

Geographic breakdown: rural - 83% (5 of 7); urban - 33% (1 of 3); special access - 67% (6 of 9).

Question 15 (b). What Kind Of Assistance Is Received?

	<u>No. Bands</u>
- consultants prepare entire plan	2
- INAC review for reasonableness only	1
- INAC assistance in standard form preparation	1
- particulars of assistance not provided.	<u>2</u>
	<u>6</u>



Question 15 (c). What Does Your Capital Plan Include?

	<u>No. Bands</u>
- objectives	6
- priorities	5
- activities for implementation	2
- technical and financial feasibility	3
- budget	3
- project monitoring	2
- cost control	5
- individual specific accountability	2

Question 16 (a). Who Has Input In The Preparation Of The Capital Plan?

	<u>No. Bands</u>
- council	9
- band members	5
- band manager/technical staff	4
- INAC	4
- consultants	4



Question 16 (b). Could You Elaborate On The Process Of Capital Plan Preparation?

	<u>No. Bands</u>
- consultants do all of the work	1
- public meetings are held by council and it then sets priorities	2
- council sets all priorities, objectives and budgets etc. with band input; the band manager then prepares the plan for council review	1
- council and the technical staff prepare a needs list with band input; council then sets priorities; INAC advises re: funds available and the plan is then approved	2
- band manager sets priorities with band input; to council for approval; band administrator prepares detailed plan; to council for final approval	1
- particulars not provided.	<u>2</u>
	<u>9</u>



Question 17. Does INAC Review Your Capital Plan And, If So, What Is the Nature Of The Review?

TABLE 2.4

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	71	1	100	1	100	7	78
No	2	29	-	-	-	-	2	22
Unknown	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Population breakdown:

< 250 - 75% (3 of 4); 250 - 1000 - 67% (2 of 3); >1000 - 100% (2 of 2)

Geographic breakdown:

rural 67% (4 of 6); urban - 100% (3 of 3); special access - 0% (0 of 0).

Nature of the assistance:

	<u>No. Bands</u>
- review and advice minimal	6
- advice provided on technical and financial aspects of the plan	1
- plan not reviewed by INAC	<u>2</u>
	9



Question 28. Who Is Responsible For Preparing Your Capital Plan, What Is Their Background And Do They Have Other Responsibilities?

Responsibility for preparation:

	<u>No. Bands</u>
- chief	3
- band manager	2
- council members responsible for specific areas of band administration	2
- council and band technical advisors	1
- department coordinators.	<u>1</u>
	9
	<u>-----</u>

Background of individual preparing the capital plan:

- previous INAC employment	1
- college education in business or engineering	2
- INAC workshops	3
- many years experience	2
- particulars not given	4

Of the 5 bands which provided particulars, several reported more than 1 of the above backgrounds which accounts for the 8 responses reported.



Other responsibilities:

	<u>No. Bands</u>
- as chief, he overseas all band programs	2
- band economic development and employment generation programs	2
- active in many community activities	1
- Regional Grand Chief	1
- council members and band administrator	1
- particulars not provided.	<u>2</u>
	<u>9</u>



Appendix C

The Three Areas of Capital Allocation: Housing,
Community Infrastructure and Education Assets



Question 18. Are All Three Areas Covered In Your Plan?

TABLE 3.1

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	86	1	100	1	100	8	89
No	1	14	-	-	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Population breakdown:

< 250 - 75% (3 of 4); 250 - 1000 - 100% (3 of 3); >1000 - 100% (2 of 2).

Geographic breakdown:

rural 83% (5 of 6); urban - 100% (3 of 3); special access - 0% (0 of 0).

Question 19. What Aspects Of Housing Are Addressed In Your Plan?

	<u>No. Bands</u>
- priorities	8
- objectives	6
- promotion of the awareness of the housing program	1
- management re: rent and fee allocation	2



- improving band competence re: building and management of housing projects	2
- prolonging house life	1
- identify housing needs	5
- solving housing shortages	6
- providing adequate housing	7
- maintenance	5
- other - cost control.	1

Question 20. How Do You Identify Your Housing Needs?

	<u>No. Bands</u>
- observation by council	1
- band member application/input	5
- population counts	2
- reference to reports re: over crowding, house priority list, unsafe medical conditions etc.	1
	<hr/>
	9
	<hr/>



Question 21. How Do You Identify Your Housing O & M Needs?

	<u>No. Bands</u>
- studies by the housing authority	1
- council observation, community input and feasibility studies	2
- council observation and individual requests	2
- individual application to council	2
- reference to reports re: unhealthy conditions etc.	1
- unknown	<u>1</u>
	<u>9</u>

Question 22. What Aspects Of Community Infrastructure Are Addressed In
Your Plan?

	<u>No. Bands</u>
- priorities	8
- objectives	7
- needs re: water, hydro etc.	9
- provision of technical training	2
- maintenance requirement assessment	6
- provision of recreation facilities	3
- other - cost	1



Question 23. How Do You Identify Your Community Infrastructure Needs?

	<u>No. Bands</u>
- council observation	3
- submissions to council by the "Capital and Public Works Coordinator"	1
- long-term population projections	1
- council observation, community input and feasibility studies	1
- review of new homes to be built and serviced	2
- according to funding received.	<u>1</u>
	<u>9</u>

Question 23. How Do You Identify Your Community Infrastructure O & M Needs?

	<u>No. Bands</u>
- by council observation, community input and feasibility studies	1
- by council observation	4
- submissions by the "Capital and Public Works Coordinator" to council	1
- inspection of facilities	2
- according to funds available.	1
	<u>9</u>



Question 24. What Aspects of Education Assets And Facilities Are Covered
In Your Plan?

	<u>No. Bands</u>
- priorities	4
- objectives	3
- maintenance requirement assessment	3
- providing training and assistance in the construction of education facilities.	3

Note: 4 of the 20 bands in the sample have on-reserve schools.

Question 25. How Do You Identify Your Education Assets and Facilities
Needs?

	<u>No. Bands</u>
- council's identification of needs	2
- N.A. - school is new and in good condition	1
- review of student population statistics	1
- no on-reserve school facilities/status unknown	<u>16</u>
	20

Question 26. How Do You Identify Your Education Assets And Facilities
O & M Needs?

	<u>No. Bands</u>
- council identification of needs	2
- N.A. - school is new and in good condition	1
- school superintendent notifies the band office	1
- no on-reserve school facilities/status unknown	<u>16</u>

20



Appendix D

Execution of the Capital Plan



Question 29. Is The Same Person Responsible For Both The Preparation And Execution Of The Plan?

TABLE 4.1

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	100	1	100	1	100	9	100
No	-	-	-	-	-	-	-	-
Unknown	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Only 1 band provided particulars concerning who is responsible for overseeing plan execution, his title, background and other duties. It stated that although the chief did not prepare the entire capital plan, he was responsible for its execution, that he was an engineer and that he had many other duties.



Question 30. Is Execution Of The Plan Monitored?

TABLE 4.2

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	100	1	100	-	-	8	89
No	-	-	-	-	1	100	1	11
Unknown/ N.A.	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Concerning how the bands monitor the execution of their capital plans and how often, the majority of bands reported that individuals and/or teams had assigned responsibility for monitoring specific projects and that typically they make periodic reports to council throughout a project's life.

Observation and verbal reporting to council are the norm. Of the 9 bands which have capital plans, only 1 band reported that it requires its project monitors to make monthly written reports to council.



Question 31. Does The Band Receive Assistance For The Execution Of Its Capital Plan?

TABLE 4.3

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	57	-	-	-	-	4	44
No	3	43	1	100	1	100	5	56
Unknown	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Population breakdown:

< 250 - 75% (3 of 4); 250 - 1000 - 33% (1 of 3); >1000 - 0% (0 of 2).

Geographic breakdown:

rural 50% (3 of 6); urban - 33% (1 of 3); special access - 0% (0 of 0).

Concerning who provided the bands with assistance in monitoring the execution of their plans and the nature of the advice, only 3 responses were received. One band reported that INAC provides very general assistance, a second band indicated that it receives technical assistance from consultants and engineers and a third band noted that it receives assistance from various government departments depending on the nature of the job.



Question 39. Do You Analyse The Results Achieved With Your Capital Plan?

TABLE 4.4

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	86	-	-	1	100	7	78
No	1	14	-	100	-	-	2	22
Unknown	-	-	-	-	-	-	-	-
Total	7	100.0	1	100.0	1	100.0	9	100.0

Population breakdown:

< 250 - 100% (4 of 4); 250 - 1000 - 50% (1 of 2); >1000 - 67% (2 of 3).

Geographic breakdown:

rural 83% (5 of 6); urban - 67% (2 of 3); special access - 0% (0 of 0).

As to how often results are monitored, how the plans are monitored and whether monitoring is documented, one band reported having a formal monthly reporting procedure. Monitoring appears to be done on an informal basis with little, if any, documentation.



Appendix E

Description and Comparison of Headquarters and Regional Capital Program Objectives Priorities and Allocation Mechanisms



Description of the Present Allocation Mechanism - INAC to the Regions

Objective -

As stated in the INAC Long-Term Capital Plan, the Capital Program's objective is as follows:

"the objective of the Capital Program is to provide and maintain physical facilities on-reserve and to improve the standard of living so that basic levels of health and safety are provided to on-reserve residents."

In addition, and as stated in the INAC Evaluation Directorate's planning report for this project, a further objective of the Capital Program is to "provide community facilities and services to ensure a quality of life comparable to non-Indian communities living in similar areas..."

Capital Allocation -

From speaking to INAC capital program personnel, we understand that for the year ended May 30, 1988 approximately \$292 million was spent under the Capital Program and that by government directive this sum was allocated as follows:

	<u>(000's)</u>
Total capital spending as per the Long Term Capital Plan	\$ 292M
Less: "headquarters capital" - amounts spent on standing government commitments and large national projects	(amount unknown)



Less:	the "residential component", a national allocation for housing as fixed by Cabinet directive a number of years ago.	(92.9M)
-------	--	----------

Remaining funds or the "non-residential component" which varies annually	<hr/> \$ xxxx <hr/>
---	---------------------

Allocation to Regions -

Capital funding to the regions is based on band population data which are then adjusted: first, for a band's geographic remoteness from an urban centre (separate remoteness indices are used for residential and non-residential funding) and, secondly, for a geographic construction cost index which reflects INAC's estimate of the cost to purchase a standard "basket" of construction materials in each of 33 cities. Typically, but not necessarily, the city cost index applied is the index for the city from which the band would purchase construction materials.

Residential funding to the regions is then determined by applying each region's proportion of total "residential adjusted population" to the \$92.9M capital program residential component.

Regional non-residential funding is determined by applying each region's proportion of total "non-residential adjusted population" to the amount of non-residential capital available for distribution.

The implicit assumption in the allocation mechanism is that a region's population and the geographic remoteness of bands within a region reflect the needs of the region.



Description of the Present Allocation Mechanism - Ontario Region to the Bands

Priorities -

The Ontario region reported that it does not have any capital plan priorities.

Objectives -

Reportedly, the Region's capital plan objectives are to ensure an equitable distribution of funds to the districts and, secondly, to ensure that the districts allocate their funds to bands in accordance with band needs and priorities.

From the documentation provided to us, it is not evident how, or if, the Region has defined "equitable distribution" and "band needs and priorities".

Housing Allocation to the Districts -

The Region allocates funds to the districts by formula in proportion to a district's adjusted population divided by the Region's adjusted population.

From the documentation provided to us by the INAC Evaluation Directorate, it is not evident whether the Region's and INAC's definitions of "adjusted population" are the same.

Housing Allocation to the Bands -

We understand that each of the districts develops its own formulas for allocating funds to the bands.



Community infrastructure allocation -

Minor capital projects (<\$500,000): The Region allocates funds to the districts in proportion to a district's adjusted population divided by the Region's adjusted population. Again, as noted above, it is not evident from the information provided to us whether the Region's and INAC's definition of "adjusted population" are the same. Lastly, no particulars were provided concerning the allocation of funds from the districts to the bands.

Major capital projects (>\$500,000): The bands, and in turn the districts, apply to the Regional Capital Management Committee on a project by project basis. No particulars were provided concerning the criteria the Committee uses to select projects for funding.

Education Allocation

Reportedly, funding is project specific and the allocation is made to districts in accordance with district needs. Details concerning the definition of need and the criteria applied, if any, were not provided to us. The allocation to the bands is made in consultation with the bands.

Again, particulars concerning how the districts evaluate band education needs were not provided.

Other matters -

INAC advised us that Ontario region does not provide a minimum annual allocation to bands; however, the Region considers it important that the bands receive a stable allocation.



Description of the Present Allocation Mechanism - Quebec Region to the Bands

Priorities -

The Quebec region reported that it does not have any capital plan priorities.

Objectives -

Reportedly, the Region's objectives are to ensure an equitable distribution to the bands with a view to providing an allocation based on need.

Housing Allocation -

Funds are allocated to bands by formula in proportion to a band's housing needs divided by Region housing needs. Housing needs are expressed in house numbers not dollars. Housing needs, in turn, are the sum of the "housing backlog" and "future housing needs". "Backlog" is defined as being the number of homes with more than 4 occupants and "future needs" equals the annual increase in band population divided by the present occupation rate on a reserve (not to exceed 4).

- $\frac{\text{Band housing needs} \times \text{Regional housing budget}}{\text{Regional housing needs}} = \text{band allocation}$
- $\text{Band and Regional housing needs} = \text{backlog} + \text{future needs}$
- $\text{Backlog} = \text{number of houses with more than 4 occupants}$
- $\text{Future needs} = \frac{\text{the increase in band population}}{\text{divided by the house occupation rate on the reserve (not to exceed 4)}}$



Community Infrastructure -

Minor capital projects: Reportedly, the bands receive a minimum allocation of \$25,000. A further allocation, if any, is received if a band's adjusted population divided by the Region's adjusted population as applied to the Region's minor capital project budget exceeds \$25,000.

From the documentation provided by INAC, it appears that the Region's method of calculating adjusted population is the same as that used by INAC in allocating funds to the regions.

Major capital projects: We understand that major capital projects are funded based on need. No particulars were provided as to the criteria, if any, which are used to assess need.

Education Allocation -

Quebec bands do not receive an education assets and facilities capital allocation.

Description of the Present Allocation Mechanism - Atlantic Region to the Bands

Priorities -

The Atlantic region reported that its first priority is housing followed by community infrastructure.

Objectives -

We understand that the Region's capital plan objective is to ensure an equitable distribution of funds based on band needs.



From the information provided, it is not evident how the Region defines "equitable distribution" or "band needs".

Housing Allocation -

Reportedly, funds are allocated to bands by formula in proportion to each band's on-reserve population divided by the Region's on-reserve population.

Community Infrastructure -

Minor capital projects: Funds are allocated by formula to the bands in proportion to each band's on-reserve population divided by the Region's on-reserve population.

Major capital projects: Funding for major capital projects is project specific. Particulars as to how projects are selected were not provided to us.

Education allocation -

No details were given other than funds are reportedly taken off the top of the Region's non-residential capital allocation.



Appendix F

Findings Re: Whether Band Objectives and Priorities
are Met by the Present Capital Allocation Mechanism



Question 7. Were Projects Planned Last Year Which You Were Unable To Do?

TABLE 5.1 Were Housing Projects Planned Last Year Which You Were Unable to Do?

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	54	3	75	-	-	10	50
No	5	38	1	25	2	67	8	40
Unknown	1	8	-	-	1	33	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 56% (5 of 9); 250 - 1000 - 43% (3 of 7); >1000 - 50% (2 of 4).

Geographic breakdown:

rural 30% (3 of 10); urban - 71% (5 of 7); special access - 67% (2 of 3).



TABLE 5.2 **Were Community Infrastructure Projects Planned Last Year Which You Were Unable To Do?**

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	39	-	-	1	33	6	30
No	7	54	4	100	1	33	12	60
Unknown	1	7	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 22% (2 of 9); 250 - 1000 - 14% (1 of 7); >1000 - 75% (3 of 4).

Geographic breakdown:

rural 20% (2 of 10); urban - 43% (3 of 7); special access - 33% (1 of 3).



TABLE 5.3 **Were Education Asset Projects Planned Last Year Which
You Were Unable To Do?**

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	15	1	25	1	33	4	20
No	10	77	3	75	1	33	14	70
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 0% (0 of 9); 250 - 1000 - 14% (1 of 7); >1000 - 75% (3 of 4).

Geographic breakdown:

rural 20% (2 of 10); urban - 29% (2 of 7); special access - 0% (0 of 3).



Question 8. What Projects Are Under Way Now?

Refer to section 2.1.1.

Question 10. Are There Projects Necessary For the Purpose of Health?

TABLE 5.4

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	54	4	100	-	-	11	55
No	5	38	-	-	2	67	7	35
Unknown	1	8	-	-	1	33	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 56% (5 of 9); 250 - 1000 - 43% (3 of 7); >1000 - 75% (3 of 4).

Geographic breakdown:

rural 30% (3 of 10); urban - 80% (6 of 7); special access - 67% (2 of 3).



Particulars as to the nature and urgency of the needs, and when the bands plan on undertaking the projects follow:

	<u>Geography</u>	<u>Population</u>	<u>Need</u>	<u>Urgency</u>	<u>Plan To Do</u>
Ontario:					
1.	Urban	250 - 1000	Water unusable, need sewers.	Quite	When funding available.
2.	Urban	250 - 1000	Nothing needed.	-	-
3.	Urban	> 1000	Sewage treatment facilities.	Somewhat	When funding available.
4.	Urban	> 1000	Water system.	Very	When funding available.
5.	Rural	< 250	Ambulance service.	Not	In future.
6.	Rural	< 250	Nothing needed.	-	-
7.	Rural	< 250	Nothing needed.	-	-
8.	Rural	< 250	Water system.	Very	Soon as possible.
9.	Rural	< 250	Nothing needed.	-	-
10.	Rural	< 250	Nothing needed	-	-
11.	Rural	> 1000	Ambulance service	Not	-
12.	Special Access	< 250	Running water, sewers electricity, new homes	Very	When funding available.
13.	Special Access	< 250	Nothing needed.	-	-
14.	Special Access	250 - 1000	Unknown	-	-
Quebec:					
1.	Urban	250 - 1000	Clinic	Fairly	1990
2.	Urban	250 - 1000	Clinic	Urgent	When funding



available.

3. Urban > 1000 Drug and alcohol centre. Quite 1990
4. Rural < 250 Fence around sewage Urgent When funding facility available.

Atlantic:

1. Rural < 250 Unknown - -
2. Rural 250 - 1000 Nothing needed - -
3. Rural > 1000 Nothing needed - -

Question 11. Are There Projects That Are Necessary For the Purpose Of Safety?

TABLE 5.5

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	8	61	3	75	2	67	13	65
No	4	31	1	25	-	-	5	25
Unknown	1	8	-	-	1	33	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 56% (5 of 9); 250 - 1000 - 57% (4 of 7); >1000 - 100% (4 of 4).



	<u>Geography</u>	<u>Population</u>	<u>Need</u>	<u>Urgency</u>	<u>Plan To Do</u>
Ontario:					
1.	Urban	250 - 1000	Lights on highway for children's safety.	Somewhat	When funding available.
2.	Urban	250 - 1000	Nothing needed	-	-
3.	Urban	> 1000	Replace asbestos water pipes.	Somewhat	When funding available.
4.	Urban	> 1000	School buses to reduce over crowding.	Very	-
5.	Rural	< 250	Ambulance service.	Not	In future.
6.	Rural	< 250	Nothing need.	-	-
7.	Rural	< 250	Nothing need.	-	-
8.	Rural	< 250	New water/sewer system	Very	When funding available.
9.	Rural	< 250	Nothing need.	-	-
10.	Rural	< 250	Nothing need.	-	-
11.	Rural	> 1000	Road improvements.	Very	When funding available.
12.	Special Access	< 250	Road improvements.	Very	When funding available.
13.	Special Access	< 250	Nothing need.	-	-
14.	Special Access	250 - 1000	Unknown	-	-
Quebec:					
1.	Urban	250 - 1000	Nothing need.	-	-
2.	Urban	250 - 1000	Police force.	Very	1990
3.	Urban	> 1000	2 Police stations.	Very	1990

Quebec:

1.	Urban	250 - 1000	Nothing need.	-	-
2.	Urban	250 - 1000	Police force.	Very	1990
3.	Urban	> 1000	2 Police stations.	Very	1990
4.	Rural	< 250	Fire fighting equipment	-	-

Atlantic:

1.	Rural	< 250	Unknown	-	-
2.	Rural	250 - 1000	Road under Trans Canada 20 deaths - 20 years.	Very	When funding available.
3.	Rural	> 1000	Fire fighting equipment.	-	-

Question 12. Are There Any Other Projects That Are Necessary Under Another Priority?

TABLE 5.6

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	31	2	50	1	33	7	35
No	8	61	2	50	1	33	11	55
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 33% (3 of 9); 250 - 1000 - 29% (2 of 7); >1000 - 50% (2 of 4).



Particulars concerning the planned projects are as follows:

	<u>Geography</u>	<u>Population</u>	<u>Need</u>	<u>Urgency</u>	<u>Plan To Do</u>
Ontario:					
1.	Urban	250 - 1000	Nothing need.	-	-
2.	Urban	250 - 1000	Nothing need.	-	-
3.	Urban	> 1000	New Band office as present one a fire trap.	Very	When funding available.
4.	Urban	> 1000	New school - Bill C-31 causing overcrowding.	Very	Soon as possible.
5.	Rural	< 250	Nothing need.	-	-
6.	Rural	< 250	Nothing need.	-	-
7.	Rural	< 250	Nothing need.	-	-
8.	Rural	< 250	Recreation facilities for children.	Not	-
9.	Rural	< 250	Nothing need.	-	-
10.	Rural	< 250	Nothing need.	-	-
11.	Rural	> 1000	Nothing need.	-	-
12.	Special Access	< 250	Nothing need.	-	-
13.	Special Access	< 250	New school	Very	Soon as possible.
14.	Special Access	250 - 1000	Unknown	-	-

Quebec:

1.	Urban	250 - 1000	Nothing need.	-	-
2.	Urban	250 - 1000	Street lights and old age home.	Not	In future.
3.	Urban	> 1000	Nothing need.	-	-
4.	Rural	< 250	Recreation facilities	Somewhat	When funding available.

Atlantic:

1.	Rural	< 250	Unknown	-	-
2.	Rural	250 - 1000	Nothing needed	-	-
3.	Rural	> 1000	Nothing need.	-	-

Question 27(a) How Do You Decide On What Project Will Be Funded First?

	<u>No. Bands</u>
- council decision	3
- nature of funding received	2
- band member input at meetings	1
- according to the band's priority list	2
- the importance of the project	1
- unknown/not reported.	<u>11</u>
	20
	<hr/>



Question 27(b). Does The Band Have A Capital Target?

TABLE 5.7

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	9	69	1	25	1	33	11	55
No	3	23	3	75	1	33	7	35
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 44% (4 of 9); 250 - 1000 - 57% (4 of 7); >1000 - 75% (3 of 4).

Geographic breakdown:

rural 60% (6 of 10); urban - 71% (5 of 7); special access - 0% (0 of 3).

Question 27(c). What Is The Time Horizon of Your Capital Target?

	<u>No. Bands</u>
1 year	2
1 - 2 years	1
1 - 3 years	1
1 - 5 years	<u>7</u>
	11
	<u>-----</u>



Question 29 & 30. Re: Execution Of The Capital Plans

See report section 2.1.2.3.

Question 32. What Do You Think Is The Role Of The Band's Capital Plan In
The Preparation Of INAC's Capital Plan?

	<u>No. Bands</u>
- no impact	12
- some impact	2
- basis of INAC plan	2
- unknown.	<u>4</u>
	20

Comments made:

- INAC does not visit as often as it used to since they re-grouped their district offices; we now receive less attention and service.
- capital targets are fixed regardless of band needs; the band capital plan does not reflect band needs as it is based on how much we are told we will be receiving; the process is totally useless for the band and all it provides to INAC is a breakdown of overall allocations; the Treasury Board wants the information for accounting purposes only.

Question 33. Are You Familiar With INAC's Capital Program Objectives?

NOTE: "The objective of the Capital Program Plan is to provide and maintain physical facilities on-reserve to improve the standard of living so that basic levels of health and safety are provided to on-reserve residents".



TABLE 5.8

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	1	7	1	25	1	33	3	15
No	11	86	3	75	1	33	15	75
Unknown	1	7	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 11% (1 of 9); 250 - 1000 - 0% (0 of 7); >1000 - 50% (2 of 4).

Geographic breakdown:

rural 20% (2 of 10); urban - 14% (1 of 7); special access - 0% (0 of 3).

Comments made:

- INAC uses formulas; bands are categorized based on their location
- the capital plan does not reflect the band's needs.



Question 34. Are You Familiar With The Approval Process By INAC For Your Capital Request?

TABLE 5.9

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	38	2	50	1	33	8	40
No	7	54	2	50	1	33	10	50
Unknown	1	8	-	-	1	34	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 44% (4 of 9); 250 - 1000 - 29% (2 of 4); >1000 - % (of).

Geographic breakdown:

rural 50% (5 of 10); urban - 29% (2 of 7); special access - 50% (2 of 4).

Comments made:

- guidelines for projects are submitted to INAC and then a committee studies all projects according to funding available and some criteria;
- INAC reviews our needs and evaluates how much it can provides the amount given is usually less than the amount requested;
- INAC reviews the request and decides if its in line with the general objectives;
- headquarter's budget is allocated to the regions according to population and geographic location not needs; the regions then allocate to districts using a similar formula; the districts have a committee which reviews band requests; all bands need more than is allocated therefore the districts must allocate funds using a formula; by substantiating requests and putting on pressure you increase your chances of receiving extra funding;



- we do not know the details but it takes too long for funds to get to the band; there is too much red tape; communication between INAC and the band are poor;
- the process involves too much red tape;
- the process is very political;
- it takes too long to receive funds;
- the process is very arbitrary;
- projects are verbally approved then denied.

Question 35. Do You Consider That The Type Of Project Funded By INAC Matches Your Priorities?

TABLE 5.10

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	23	3	75	2	67	8	40
No	9	69	1	25	1	33	11	55
Unknown	1	8	-	-	-	-	1	5
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 33% (3 of 9); 250 - 1000 - 43% (3 of 7); >1000 - 50% (2 of 4).

Geographic breakdown:

rural 50% (5 of 10); urban - 43% (3 of 7); special access - 0% (0 of 3).



Comments made:

- many projects are not funded at all and the limits imposed on some projects are totally unrealistic - for example: \$51,000 for houses;
- the band sets its priorities and INAC does not change them;
- INAC is aware of our needs and yet we get insufficient funding for general basic needs;
- in housing for instance, we requested funding for 40 houses but obtained funding for 10;
- the process is too bureaucratic;
- the amount of funding is insufficient;
- INAC does not consider future needs;
- INAC is inflexible re: alternatives;
- INAC proceeds regardless of band wishes;
- housing dollars are insufficient;
- INAC does not fund water and sewer needs;
- INAC only provides basic funding;
- funding is usually for specific items the band fights for.



Question 36(a) Do You Believe INAC's Representatives Are Aware Of The Bands Objectives And Priorities?

TABLE 5.11

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	9	69	3	75	2	67	14	70
No	3	23	1	25	1	33	5	25
Unknown	1	8	-	-	-	-	1	5
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 78% (7 of 9); 250 - 1000 - 72% (5 of 7); >1000 - 50% (2 of 4).

Geographic breakdown:

rural 70% (7 of 10); urban - 71% (5 of 7); special access - 67% (2 of 3).

Comments made:

- INAC is aware of our needs, but often INAC must come to a middle point to make it fair for all bands as there is not enough money for all bands;
- INAC representatives only care about allocating funds according to a formula, not our needs;
- INAC is aware of the needs but deliberately slows the capital allocation process down;
- INAC is aware of our needs but not to the degree we would like;
- INAC is aware of our needs as the regional manager is frequently on the reserve;
- subject to funding constraints and funding arbitrariness INAC is aware of the band's priorities.



Question 36(b). Do You Think INAC Representatives Take Your Needs And Priorities Into Consideration When Dealing With The Band?

TABLE 5.12

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	31	1	25	2	67	7	35
No	8	61	3	75	1	33	12	60
Unknown	1	8	-	-	-	-	1	5
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 22% (2 of 9); 250 - 1000 - 43% (3 of 7); >1000 - 50% (2 of 4).

Geographic breakdown:

rural 40% (4 of 10); urban - 43% (3 of 7); special access - 0% (0 of 3).

Comments made:

- a new school is a top priority and they have known about it for years; we want to start building in the spring but do not have confirmation yet;
- the process is much too slow and bureaucratic - for example: housing O & M plans were sent to INAC last February and we did not hear back until April; they were revised the same week and we did not receive notice for two more months;
- the process is purposely slow in order to discourage initiatives;
- funding is insufficient and payments which INAC has agreed to make are very slow in coming - often 3 to 4 months late;

- INAC does not give due consideration to water and sewage problems;
- INAC has fixed amounts to spend on specific projects; there is no flexibility for community needs;
- Quebec Region and Ottawa are confused about band needs - they do not understand local problems.

Question 37. Do You Know How INAC's funds Are Allocated To Your Band?

TABLE 5.13

	Ontario		Quebec		Atlantic		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	10	77	2	50	2	67	14	70
No	2	15	2	50	-	-	4	20
Unknown	1	8	-	-	1	33	2	10
Total	13	100.0	4	100.0	3	100.0	20	100.0

Population breakdown:

< 250 - 78% (7 of 9); 250 - 1000 - 72% (5 of 7); >1000 - 75% (3 of 4).

Geographic breakdown:

rural 90% (9 of 10); urban - 71% (5 of 7); special access - 33% (1 of 3).



Comments made:

- funds are allocated regionally based on the number and type of bands in the region and the overall population; regional office then reallocates the funds to each band;
- we are not sure how the funds are allocated - all we know is that we usually get half of what we ask for;
- the allocation is based on population formulas and geographic location;
- housing funds are allocated based on population; other projects on a project basis;
- we receive a copy of the formula annually but we do not understand it;
- the population formulas used are out of date;
- funding is based on prior year's funding and the regional operational plan;
- funding is based on reserve population data and arbitrary decisions;
- funding is biased towards rural reserves.

Question 38. Are Funds Received Allocated According To Plan?

	<u>Bands</u>
- allocated according to plan	16
- sometimes allocated to priorities other than those in the plan	2
- unknown	<u>2</u>
	20
	<u>-----</u>



Appendix G

Responses to the Questionnaire by Band Population



QUESTION 7. Projects planned last year but you have not been able to do?

Housing

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	56	3	43	2	50	10	50
No	3	33	3	43	2	50	8	40
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

Community Infrastructure

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	22	1	14	3	75	6	30
No	6	66	5	72	1	25	12	60
Unknown	1	12	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

Education

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	-	-	1	14	3	75	4	20
No	8	89	5	72	1	25	14	70
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 8. What projects are under way now?

Housing

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	67	6	86	4	100	16	80
No	2	22	-	-	-	-	2	10
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

Community Infrastructure

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	22	5	72	3	75	10	50
No	6	67	1	14	1	25	8	40
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

Education

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	-	-	1	14	1	25	2	10
No	8	89	5	72	3	75	16	80
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 9. Are projects planned for next year?

Housing

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	44	5	72	4	100	13	65
No	4	44	1	14	-	-	5	25
Unknown	1	12	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

Community Infrastructure

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	44	6	86	4	100	14	70
No	4	44	-	-	-	-	4	20
Unknown	1	12	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

Education

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	1	12	-	-	2	50	3	15
No	7	76	6	85	2	50	15	75
Unknown	1	12	1	15	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 10. Are there any projects necessary for health?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	56	3	43	3	75	11	55
No	3	33	3	43	1	25	7	35
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 11. Are there any projects necessary for safety?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	56	4	57	4	100	13	65
No	3	33	2	29	-	-	5	25
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 12. Are there projects that are necessary under other priorities?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	33	2	29	2	50	7	35
No	5	56	4	58	2	50	11	55
Unknown	1	11	1	13	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0



QUESTION 13. Do you have a community plan?

86

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	1	11	1	15	1	25	3	15
No	7	78	5	70	3	75	15	75
Unknown	1	11	1	15	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 14. Do you have a capital program plan?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	44	3	43	2	50	9	45
No	4	44	3	43	2	50	9	45
Unknown	1	12	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 15. Do you receive assistance in preparing your capital plan?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100	2	67	2	100	8	89
No	-	-	1	33	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	3	100.0	2	100.0	9	100.0



QUESTION 17. Does INAC review your plan?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75	2	67	2	100	7	78
No	1	25	1	33	-	-	2	22
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	3	100.0	2	100.0	9	100.0

QUESTION 18. Are all three areas covered in your plan?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75	3	100	2	100	8	89
No	1	25	-	-	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	3	100.0	2	100.0	9	100.0

QUESTION 27. Is the band given a capital target?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	44	4	57	3	75	11	55
No	4	44	2	29	1	25	7	35
Unknown	1	12	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0



QUESTION 29. Is the person responsible for preparation of the plan also responsible for its execution?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	3	100.0	2	100.0	9	100.0
No	-	-	-	-	-	-	-	-
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	3	100.0	2	100.0	9	100.0

QUESTION 30. Is execution of the plan monitored?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	2	67	2	100.0	8	89
No	-	-	1	33	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	3	100.0	2	100.0	9	100.0

QUESTION 31. Does the band receive assistance for the execution of its capital program plan?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75	1	33	-	-	4	45
No	1	25	2	67	2	100	5	55
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	3	100.0	2	100.0	9	100.0

QUESTION 33. Are you familiar with INAC's capital program objectives?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	1	11	-	-	2	50	3	15
No	7	78	6	86	2	50	15	75
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 34. Are you familiar with the INAC approval process for your capital requests?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	44	2	29	2	50	8	40
No	4	44	4	57	2	50	10	50
Unknown	1	12	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 35. Does INAC capital funding match your priorities?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	33	3	43	2	50	8	40
No	6	67	3	43	2	50	11	55
Unknown	-	-	1	14	-	-	1	5
Total	9	100.0	7	100.0	4	100.0	20	100.0



QUESTION 36. Do you believe that INAC's representatives are aware of the bands objectives and priorities?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	78	5	72	2	50	14	70
No	2	22	1	14	2	50	5	25
Unknown	-	-	1	14	-	-	1	5
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 37. Does INAC take your objectives and priorities into consideration when dealing with the band?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	22	3	43	2	50	7	35
No	7	78	3	43	2	50	12	60
Unknown	-	-	1	14	-	-	1	5
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 38. Do you know how INAC's funds are allocated to your band?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	78	5	72	3	75	15	75
No	2	22	1	14	1	25	4	20
Unknown	-	-	1	14	-	-	1	5
Total	9	100.0	7	100.0	4	100.0	20	100.0

QUESTION 39. Do you analyse results achieved with your capital plan?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100	1	50	2	67	7	78
No	-	-	1	50	1	33	2	22
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	2	100.0	3	100.0	9	100.0

QUESTION 41. Is there anything we have not asked about that you would like to add?

	< 250		250-1000		> 1000		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	78	4	57	4	100	15	75
No	1	11	2	29	-	-	3	15
Unknown	1	11	1	14	-	-	2	10
Total	9	100.0	7	100.0	4	100.0	20	100.0



Appendix H

Responses to the Questionnaire by Band Location



QUESTION 7. Projects planned last year but you have not been able to do?

Housing

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	30	5	71	2	67	10	50
No	6	60	2	29	-	-	8	40
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

Community Infrastructure

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	20	3	43	1	33	6	30
No	7	70	4	57	1	33	12	60
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

Education

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	20	2	29	-	-	4	20
No	7	70	5	71	2	67	14	70
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 8. What projects are under way now?

Housing

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	70	7	100	2	67	16	80
No	2	20	-	-	-	-	2	10
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

Community Infrastructure

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	40	6	86	-	-	10	50
No	5	50	1	14	2	67	8	40
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

Education

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	-	-	1	14	1	33	-	10
No	9	90	6	86	1	33	16	80
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 9. Are projects planned for next year?

Housing

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	60	6	86	1	33	13	65
No	3	30	1	14	1	33	5	25
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

Community Infrastructure

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	70	7	100	-	-	14	70
No	2	20	-	-	2	67	4	20
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

Education

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	1	10	1	14	1	33	3	15
No	8	80	6	86	1	33	15	75
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 10. Are there any projects necessary for health?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	30	6	86	2	67	11	55
No	6	60	1	14	-	-	7	35
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 11. Are there any projects necessary for safety?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	60	5	71	2	67	13	65
No	3	30	2	29	-	-	5	25
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 12. Are there projects that are necessary under other priorities?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	30	3	43	1	33	7	35
No	6	60	4	57	1	33	11	55
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0



QUESTION 13. Do you have a community plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	20	1	15	-	-	3	15
No	7	70	6	85	2	67	15	75
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 14. Do you have a capital program plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	60	3	43	-	-	9	45
No	3	30	4	57	2	67	9	45
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 15. Do you receive assistance in preparing your capital plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	100	2	67	-	-	8	89
No	-	-	1	33	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0



QUESTION 17. Does INAC review your plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	67	3	100	-	-	7	78
No	2	33	-	-	-	-	2	22
Unknown	-	-	-	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0

QUESTION 18. Are all three areas covered in your plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	83	3	100	-	-	8	89
No	1	17	-	-	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0

QUESTION 27. Is the band given a capital target?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	60	5	71	-	-	11	55
No	3	30	2	29	2	67	7	35
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0



QUESTION 29. Is the person responsible for preparation of the plan also responsible for its execution?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	100.0	3	100.0	-	-	9	100.0
No	-	-	-	-	-	-	-	-
Unknown	-	-	-	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0

QUESTION 30. Is execution of the plan monitored?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	6	100.0	2	67	-	-	8	89
No	-	-	1	33	-	-	1	11
Unknown	-	-	-	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0

QUESTION 31. Does the band receive assistance for the execution of its Capital program plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	3	50	1	33	-	-	4	44
No	3	50	2	67	-	-	5	56
Unknown	-	-	2	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0

QUESTION 33. Are you familiar with INAC's capital program objectives?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	2	20	1	14	-	-	3	15
No	7	70	6	86	2	67	15	75
Unknown	1	10	-	-	1	33	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 34. Are you familiar with the INAC approval process for your capital requests?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	50	2	28	1	33	8	40
No	4	40	5	72	1	33	10	50
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 35. Does INAC capital funding match your priorities?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	50	3	43	-	-	8	40
No	5	50	4	57	2	67	11	55
Unknown	-	-	-	-	1	33	1	5
Total	10	100.0	7	100.0	3	100.0	20	100.0



QUESTION 36. Do you believe that INAC's representatives are aware of the bands objectives and priorities?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	7	70	5	71	2	67	14	70
No	3	30	2	29	-	-	5	25
Unknown	-	-	-	-	1	33	1	5
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 37. Does INAC take your objectives and priorities into consideration when dealing with the band?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	4	40	3	43	-	-	7	35
No	6	60	4	57	2	67	12	60
Unknown	-	-	-	-	1	33	1	5
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 38. Do you know how INAC's funds are allocated to your band?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	9	90	5	71	1	33	15	75
No	1	10	2	29	1	33	4	20
Unknown	-	-	-	-	1	34	1	5
Total	10	100.0	7	100.0	3	100.0	20	100.0

QUESTION 39. Do you analyse results achieved with your capital plan?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	5	83	2	67	-	-	7	78
No	1	17	1	33	-	-	2	22
Unknown	-	-	-	-	-	-	-	-
Total	6	100.0	3	100.0	-	100.0	9	100.0

QUESTION 40. Is there anything we have not asked about that you would like to add?

	Rural		Urban		Special Access		Total	
	n=	%	n=	%	n=	%	n=	%
Yes	8	80	6	86	1	33	15	75
No	1	10	1	14	1	33	3	15
Unknown	1	10	-	-	1	34	2	10
Total	10	100.0	7	100.0	3	100.0	20	100.0



APPENDIX III

Review of Capital Program: Manitoba, Saskatchewan and Alberta

Prepared for:

Evaluation Directorate
Department of Indian and Northern Affairs Canada

Prepared by:

InterGroup Consultants Ltd.
604-283 Portage Avenue
Winnipeg, MB R3B 2B5

February 1989
Final Report

TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	i
1.0 INTRODUCTION	1
1.1 PURPOSE OF THE REPORT	1
1.2 BACKGROUND	2
1.3 METHODOLOGY	3
1.4 LIMITATIONS	5
2.0 FINDINGS	6
2.1 DESCRIPTION OF THE ALLOCATION PROCEDURES NOW IN USE BY BANDS	6
2.1.1 BACKGROUND	7
2.1.2 PLANNING PROCESS	11
2.2 OBJECTIVES ACHIEVEMENT	26
2.2.1 COMPARISON OF PRIORITIES AND OBJECTIVES	27
2.2.2 REGIONAL ALLOCATION MECHANISMS	30
2.2.3 BAND ALLOCATION OF CAPITAL FUNDS	36
2.3 OPTIONS FOR IMPROVEMENT	37
2.3.1 SUMMARY REGARDING FUTURE OPTIONS	37
APPENDIX A TERMS OF REFERENCE	
APPENDIX B-1 LIST OF INTERVIEWEES	
APPENDIX B-2 CHARACTERISTICS OF PERSONS INTERVIEWED	
APPENDIX C STANDARDIZED QUESTIONNAIRE FOR SAMPLE BANDS	
APPENDIX D CAPITAL EXPENDITURES IN THE LAST FIVE YEARS REPORTED BY BANDS IN ALBERTA, SASKATCHEWAN AND MANITOBA	
APPENDIX E TABLES 2-1 to 2-41, 2-62 (Section 2.1)	
APPENDIX F TABLES 2-43 to 2-49, 2-53 - 2-61, 2-63 (Section 2.2)	
APPENDIX G TABLES 2-64 to 2-66 (Section 2.3)	

PREFACE

This report has been prepared by InterGroup Consultants Ltd. for the Evaluation Directorate of INAC (Headquarters). The assignment was undertaken over a fourteen week period between September and December of 1988.

The assignment is part of a larger evaluation study being conducted by the Evaluation Directorate regarding the Capital Management Program of INAC. The purpose of this study was to undertake formal interviews via an INAC-approved interview guide with a pre-selected sample of bands in Alberta, Saskatchewan and Manitoba. This report presents the results of those interviews. The assignment focuses on band planning activities and the opinions of bands regarding the process. Since formal interviews with Regional and Headquarters staff were not included in the study, the results presented primarily reflect the perspectives of the bands. Discussion of Regional and Headquarters activities and roles have been derived from informal discussions with Regional staff and from documentation provided by the Evaluation Directorate.

We would like to thank the 49 representatives of 17 bands who so patiently cooperated in answering our questions. We would also like to thank INAC Regional Office representatives in Alberta (Jim Fleury, Manfred Malzahn, Tony Paratino), in Saskatchewan (Earl Kreutzer) and in Manitoba (Murray Morison, Tom Rhoades and Wyn Tucker).

EXECUTIVE SUMMARY

1.0 INTRODUCTION

The Evaluation Directorate of Indian and Northern Affairs Canada (INAC) is undertaking an evaluation of its Capital Management Program.

This evaluation aims to assess the suitability of the capital allocation mechanism now in use by INAC. The evaluation focuses on three issues:

1. the capital allocation procedures now in use;
2. the extent to which these procedures meet the objectives for which they were designed;
3. identification of options for improvement.

As part of the evaluation methodology, the Evaluation Directorate engaged three consulting firms to carry out a program of structured in-person interviews with a sample of 58 bands across Canada. The purpose of these interviews was to provide a description of the process used by bands to plan and prioritize their needs for capital facilities and to advise the Evaluation Steering Committee on the compatibility of the planning process with the allocation mechanism now in use at INAC.

This report presents the results of interviews with 17 sample bands from Alberta, Saskatchewan and Manitoba.

2.0 SUMMARY OF MAJOR FINDINGS

2.1 ALLOCATION PROCEDURES NOW IN USE BY BANDS

- For this issue, it was found that the population or geographic zone classification of a band made no difference in the results of the survey. Differences were found to exist when allocation procedures were compared on a province-by-province basis.
- Three distinct models were found to describe the overall planning processes used by the sample bands, with each model being unique to a particular province.

- All but three bands reported having all three planning areas (i.e., housing, community infrastructure and educational facilities) in their Capital Program Plan (CPP).
- Eight sample bands reported that the same person(s) responsible for development of the CPP was responsible for its execution; seven reported that different people were responsible for development and execution.
- Sixteen bands undertake some form of monitoring of results achieved; thirteen bands analyze the results achieved.

2.2 OBJECTIVES ACHIEVEMENT

- Sample bands believe that INAC representatives understand the bands' objectives and priorities, but have mixed feelings about the extent to which that understanding results in projects that actually meet their needs.
- Bands generally understand the concept of capital allocation, but make little connection between it and capital planning in the approval process.
- In general, bands appear to follow through on their established priorities, either of their own free will, through agreements with INAC (Vote 15) or through INAC delivery (Vote 10) of the capital project.

2.3 OPTIONS FOR IMPROVEMENT

- Funding should meet the needs of bands, as a shortfall was identified in each INAC Region to meet bands' priorities (particularly health and safety).
- Funding formulas should be adjusted to account for various shortcomings (e.g., out of date population figures, lack of consideration of inflation in multi-year projects).
- Allocation should consider how to address the needs of small bands if a per capita driven formula is used.
- Bands with good management should not be penalized by indebted bands.
- Allocation should be fair and without political influence.
- Development of applications in the process should be less complex.
- Payment process should allow for continuous work by contractors (e.g., progress payment or lump sum funding).

1.0 INTRODUCTION

1.1 PURPOSE OF THE REPORT

The Evaluation Directorate of INAC (Headquarters) is undertaking an evaluation of the INAC Capital Program.

The objective of the evaluation is to assess the suitability of the allocation mechanism now in use. To do so, three issues are being looked at:

1. the allocation procedures now in use
2. the extent to which these procedures meet the objectives for which they are designed
3. the identification of options for improvements.

The Evaluation Directorate is managing the evaluation study and undertaking a significant portion of the research. One element of the research is a program of structured interviews with a sample of bands across Canada. To accomplish this task, the Evaluation Directorate engaged three consulting firms to conduct the interviews in different parts of the country. This report presents the results of interviews with a sample of bands in Alberta, Saskatchewan and Manitoba.

The objective of the contract is to provide a complete description of the planning process in use by the bands to plan and prioritize their needs for capital facilities and to advise the Evaluation Directorate on the compatibility of the planning process with the allocation mechanism now in use at INAC.

Appendix A provides the detailed Terms of Reference for the assignment.

This report forms an appendix to the main evaluation report prepared by the Evaluation Directorate.

1.2 BACKGROUND

The mandate of the Capital Management Program is to meet the basic health and safety needs of Indian communities through the provision of physical assets on-reserve. This mandate is directly related to the Minister's mandate, which includes responsibilities for the education, health and safety, and general well-being of status Indians on reserves and federal Crown lands under the Indian Act and other legislation.

The objective of the Capital Management Program is

**"to provide and maintain physical facilities on-reserve to improve the standard of living so that basic levels of health and safety are provided to on-reserve residents."
(Long Term Capital Plan as quoted in Planning Report for the Evaluation of the Allocation Mechanism of the Capital Program, July 1988, by Evaluation Directorate).**

This is accomplished through three major types of activity: housing, community infrastructure and educational assets and facilities.

The resources committed to the Capital Management Program in the prairie provinces totalled approximately \$126 million in capital (Table 1-1) and \$62 million in operations and maintenance allocations (Table 1-2) for 1987-88. The method by which capital funds are allocated to projects in Canada is described in the delivery process (Figure 1-1). The five phases include: capital planning, capital plan, capital allocation, project control and cost control and evaluation system.

The interview program has focused on the capital planning, capital allocation and project control phases of the delivery process at the band level, in conjunction with staff of INAC Regional Offices.

TABLE 1-1
INDIAN AND INUIT AFFAIRS PROGRAM
1987/88 CAPITAL BUDGET TO REGIONS BY ACTIVITY
AS OF MAY 30, 1988¹ (\$000)

	<u>Alberta</u>	<u>Saskatchewan</u>	<u>Manitoba</u>
Housing	9,825	13,678	19,613
Community Infrastructure	15,583	10,272	10,118
Education	6,597	15,183	16,993
Administration	247	465	214
Other ²	<u>96</u>	<u>1,317</u>	<u>5,843</u>
Total	32,348	40,915	52,781

¹Adapted from the May 30, 1988 1987-88 Capital Allocations by VCC tables prepared by the Capital Operations Division.

²Other includes Band Indebtedness and Bill C-31.

TABLE 1-2
INDIAN AND INUIT AFFAIRS PROGRAM
1987/88 OPERATIONS AND MAINTENANCE ALLOCATIONS TO REGIONS BY ACTIVITY
AS OF MAY 30, 1988¹ (\$000's)

	<u>Alberta</u>	<u>Saskatchewan</u>	<u>Manitoba</u>
Community Infrastructure	10,372	11,983	9,380
Education	6,156	9,925	12,355
Other ²	<u>305</u>	<u>800</u>	<u>390</u>
Total	16,833	22,708	22,125

¹Adapted from the May 30, 1988 1987-88 O&M Allocations by VCC tables prepared by the Community Facilities Division.

²Other includes Recreation, Regional Technical Services, Community Capital Facilities Service Delivery and Bill C-31 activities.

1.3 METHODOLOGY

The Evaluation Directorate established six questions to be answered by the over-all evaluation study. They are shown in Table 1-3 along with the methodologies and parties undertaking the activity. This assignment addresses band interviews which contribute to Questions 2, 3 and 4.

This assignment was part of an in-person interview program with a total of 58 bands across Canada. For the evaluation in the prairie provinces, InterGroup Consultants Ltd. interviewed a total of seventeen bands in Alberta (4), Saskatchewan (7) and Manitoba (6). This constituted a 10% random sample from each province.

Of the seventeen bands in the sample, seven were classified as urban (see Table 1-4); four in Alberta, two in Saskatchewan and one in Manitoba. The remaining ten bands were all classified as rural. There were no remote or special access bands. Six of the seventeen bands were located in the northern half of their respective provinces; three in Alberta, two in Saskatchewan and one in Manitoba. The remaining eleven bands were southern bands. All bands had all-weather road access, although they had varying degrees of isolation.

Table 1-5 gives the breakdown of bands by size of on-reserve population. Most bands interviewed (52.9%) had on-reserve populations of less than 499. Five bands (29.4%) had populations of between 500 and 999. One band (5.9%) had on-reserve populations of between 1,000 and 1,499 and two bands (11.8%) had populations of greater than 2,000.

Appendix B-1 lists the interviewees from each of the sample bands. A total of 49 people were interviewed; 18 in Alberta, 19 in Saskatchewan and 12 in Manitoba. The average number of people interviewed in each band were 4.5 in Alberta, 2.7 in Saskatchewan, 2.0 in Manitoba and 2.9 for all three prairie provinces. The majority of people interviewed were band councillors (18), chiefs (8) and administrators (7). Other interviewees included executive directors, financial officers and department heads (in the case of larger bands). (In addition, informal discussions were held with INAC Regional staff in the three provinces.)

TABLE 1-3

CAPITAL PROGRAM: ALLOCATION MECHANISMS -- QUESTIONS AND METHODOLOGIES

Questions	Methodologies	Responsibility
1. What are the mechanisms currently in use to allocate the funds of the Capital program - from HQ to regions? - within the regions?	- File Review - Development of a grid (see Appendix 2) - Interviews with HQ and Regional staff	Evaluation Directorate
2. What are the priorities and objectives aimed at by the allocation mechanism - at headquarters? - in the regions? - in the bands?	- Interviews	Consultants/Evaluation Directorate
3. Is there any conflict between the objectives and priorities at the various levels?	- Logic analysis - Interviews	Consultants/Evaluation Directorate
4. To what extent do the allocation mechanisms now in use meet the priorities and objectives of HQ, the regions and the bands?	- Analysis - Interviews	Consultants/Evaluation Directorate
5. Are improvements necessary to meet objectives and priorities, and if so, what are these improvements?	- Analysis - Interviews - Brainstorming session	Evaluation Directorate
6. What would be the impacts of these changes on the funds allocated to regions and to the bands?	- Simulation	Evaluation Directorate

TABLE 1-4
SAMPLE BANDS BY PROVINCE AND GEOGRAPHIC ZONE CLASSIFICATION

Geographic Location	Alberta		Saskatchewan		Manitoba		Total	
	# Bands	%	# Bands	%	# Bands	%	# Bands	%
Urban	4	100.0	2	28.6	1	16.7	7	41.2
Rural	-		5	71.4	5	83.3	10	58.8
Remote	-		-		-		-	
Special Access	-		-		-		-	
Total # Bands	4	23.5	7	41.2	6	35.3	17	100.0

TABLE 1-5
SAMPLE BANDS BY PROVINCE AND SIZE OF ON-RESERVE POPULATION

Population On-Reserve	Alberta		Saskatchewan		Manitoba		Total	
	# Bands	%	# Bands	%	# Bands	%	# Bands	%
<250	-		2	28.6	1	16.7	3	17.6
250-499	-		4	57.1	2	33.3	6	35.3
500-999	3	75.0	-		2	33.3	5	29.4
1,000-1,499	-		-		1	16.7	1	5.9
1,500-1,999	-		-		-		-	-
>2,000	<u>1</u>	<u>25.0</u>	<u>1</u>	<u>14.3</u>	<u>-</u>	<u>-</u>	<u>2</u>	<u>11.8</u>
Total # Bands	<u>4</u>	<u>23.5</u>	<u>7</u>	<u>41.2</u>	<u>6</u>	<u>35.3</u>	<u>17</u>	<u>100.0</u>
Total Population	6,270	42.3	4,996	33.7	3,570	24.0	14,836	100.0

Most of the 49 band representatives interviewed had some experience in capital planning. Appendix B-2 describes the characteristics of up to three people interviewed from each band that were most experienced in capital planning. The average number of years that these respondents had been involved with capital planning was 9.0 years for Alberta, 5.3 years for Saskatchewan and 4.8 years for Manitoba.

The survey instrument (see Appendix C) was compiled from draft questionnaires developed by the three consulting firms involved in the cross-Canada evaluation. The survey was reviewed and approved by the Evaluation Directorate of INAC.

1.4 LIMITATIONS

There are a number of limitations that should be taken into account with this evaluation process.

With respect to the overall sample, the number of bands in some categories, e.g., population size, were very small and therefore the ability of the consultants to make comparisons among bands within the same categories was limited.

Another limitation which made some of these questions difficult to complete was that some of the bands did not have the information needed readily at hand, particularly for expenditures on projects in the last five years. Because of this, the expenditures noted in section 2.1.2 are underestimated.

The questions in the survey instrument did not address all of the objectives of the assignment and, therefore, direct responses were not elicited from the bands. For example, there was no question asking the usefulness of the community plan to the band in preparing their capital plan. The use of inferences was therefore required.

Information presented in this report should be considered only as results of the interview program with the sample of bands in the three provinces and therefore reflect a band perspective. Contact with INAC Regional staff was informal and was not designed (e.g., through a formal questionnaire) to test the perspectives of the bands. This balance, especially with regard to future options, is provided by the Main Report.

2.0 FINDINGS

2.1 DESCRIPTION OF THE ALLOCATION PROCEDURES NOW IN USE BY BANDS

This section addresses questions relating to the description of the allocation procedures now in use by the sample bands.

The first part of this section ("Background") provides background on the major projects undertaken in the last five years, projects under way, and projects planned for next year, by the sample bands from the prairie provinces.

The second part ("Planning Process") describes the planning processes used by the sample bands and addresses the following evaluation issues:

Describe the planning processes used by the sample bands, through the development of planning models ("General").

Determine whether or not all three planning areas of capital allocations are effectively covered in the plan and how comprehensive these plans are with respect to the three planning areas ("Three Planning Areas").

Determine how effectively the program is being executed by the band, and whether or not the level of monitoring is appropriate to meet program objectives ("Execution of Plan").

Tables for Section 2.1 can be found in Appendix E.

Summary of Findings

Overall, for these issues, it was found that the population and geographic zone classification of the sample bands made no difference to the results of this part of the evaluation. Differences were found to exist when bands were compared on a province-by-province basis.

Background: The majority of the projects undertaken in the last five years, those currently under way and those planned for next year are in the housing area, i.e., new housing for band members. Community infrastructure projects are next, with most projects in this area falling under water and sewage treatment/disposal, road building and the provision of fire fighting facilities. Educational facilities projects accounted for the lowest number of projects of all three planning areas.

Planning Process: Sixteen of the seventeen sample bands reported preparing a CPP. Three distinct models were found to describe the overall planning processes used by these sample bands. Each of the three models was unique to a particular province.

All but three bands reported having all three planning areas (i.e., housing, community infrastructure and educational facilities) addressed in their CPP. In each of these three areas, most of the sample bands reported addressing a significant number of the aspects listed in the survey.

With respect to execution of the plan, eight sample bands reported that the same person(s) responsible for the development of the CPP was responsible for its execution; seven reported that these tasks were undertaken by different people. All but one of the sample bands undertake some form of monitoring the results achieved by the CPP, and 75% of the bands analyze the results achieved.

2.1.1 Background

2.1.1.1 Major Projects Undertaken in the Last Five Years

Bands in the three prairie provinces undertook capital projects in all three planning areas, i.e., housing, community infrastructure and educational facilities. Table 2-1 lists expenditures by province and category. In total, approximately \$38,800,000 of INAC capital funds were spent by the sample bands in the three prairie provinces in the last five years. For some projects undertaken by sample bands, respondents did not know the total costs (see Appendix D, Tables D-1, D-2 and D-3, including footnotes), so this is considered to be an underestimate.

Housing accounted for the bulk of total spending on all capital projects (65.1%), while community infrastructure and educational facilities accounted for 19.3% and 15.6%, respectively.

All seventeen sample bands undertook new housing and renovations. Alberta bands spent 64.3% of their expenditures on housing, which included new senior citizens' homes on two reserves. Saskatchewan and Manitoba bands spent 62.5% and 70.6%, respectively, of their total expenditures on new housing and renovations. These figures do not include funding received from other sources, e.g., CMHC.

Of the estimated \$7,500,000 spent by all sample bands on community infrastructure, 54.1% was spent on water treatment plants and/or landfill sites. Roads and bridges accounted for 19.7% of community infrastructure expenditures; fire hall construction and fire truck purchase accounted for 18.9%. Electrification expenditures were low due to the fact that most projects requiring electrical services fall under housing, which is included in the cost of building homes. Therefore, the figures shown for electrification are probably not an accurate reflection of actual costs for electrical hook ups.

In Alberta, one band developed a new landfill site and hooked up 27 homes to their water system under community infrastructure; another band built a new water treatment plant and provided water and sewer services at a new site. Four of the Saskatchewan bands built water treatment plants, while one band added extensions to its sewer lines and pump house and built a new landfill site. In Manitoba, most expenditures under water treatment and sewage disposal were for water treatment plants, landfill sites and water trucks. The total expenditures for Manitoba in this category do not reflect the costs of a water truck garage and new lagoon for one band.

Most expenditures in the roads and bridges category were for new road construction and road upgrading and gravelling. Two Alberta bands, four Saskatchewan bands and two Manitoba bands undertook projects in this category.

A total of approximately \$1,400,000 was spent on fire halls and trucks. None of the four bands from Alberta spent capital funds in this area. In Saskatchewan, five bands built new fire halls, three bands bought new trucks and two bands built fire halls in the same complex as other reserve facilities, e.g., band offices. Four Manitoba bands built new fire halls and three bands bought new trucks.

A total of approximately \$6,000,000 was spent on educational facilities, with 88% of the total being spent on new schools and additions or renovations to existing schools. Only one of the Alberta bands spent capital funds on any educational facilities. Two bands in Saskatchewan spent funds in this area, but only one of these bands could identify funding from the capital allocation program. This was also the case for the two bands in Manitoba that spent capital funds on schools. The one band in Manitoba that identified capital funds spent on a school also built residences for that school, which were included in the total cost. One band in Saskatchewan and two bands in Manitoba built teacher-ages.

2.1.1.2 Current Projects

The sample bands from the prairie provinces have projects underway in all three planning areas. Tables 2-2, 2-3 and 2-4 show the number of bands in each of the provinces having projects underway. In Alberta, three bands have housing projects underway. One of these bands is building a senior citizens' lodge, although at the present time construction has been stalled because of lack of funds. The other two bands are building new homes. Under community infrastructure, three Alberta bands are upgrading and gravelling roads. One of these bands is also extending its water and sewer systems and building a new fire hall for its truck. Only one Alberta band has an educational facilities project underway - a playground dependent on continued INAC funding.

In Saskatchewan, six of the seven bands interviewed have housing projects underway. Five of the six are building new houses and doing renovations while the sixth has completed 28 new homes.

Four of the Saskatchewan bands have community infrastructure projects underway. Three of these bands are constructing new band offices and fire halls; three are also building and/or upgrading roads. Two bands are building new health centres and two are upgrading or building water systems. One band is building new garbage stands.

Two bands in Saskatchewan are presently building new schools. One of these bands has completed the design for the school and will have tenders opening for construction soon. A third Saskatchewan band is building a new school and adding to their present school.

All six Manitoba bands interviewed have housing projects underway. All houses being built with capital allocation funds are part of the bands' ongoing housing plans.

Four of the six bands have community infrastructure projects underway. Two of the four are building and/or upgrading roads; one band is constructing a pipeline for its water treatment plant. Two of the four are constructing multi-purpose buildings and one is building a police station.

Only two Manitoba bands have educational facilities under construction. Both are building new teacherages and one is completing a new school.

2.1.1.3 Projects Planned for Next Year

All sample bands in the prairie provinces have projects planned for next year in at least one of the three planning areas. Tables 2-5, 2-6 and 2-7 indicate the number of bands that have projects planned for next year.

In Alberta, three of the four bands interviewed have projects underway in each of the three areas, using capital allocation funds. Three bands are building new homes with capital funds; one of these three is also doing renovations on 35 homes. The fourth band is planning to build 10 to 12 experimental (show) homes, but will use CMHC funding.

All four Alberta bands are planning community infrastructure projects for next year. Two bands are planning to build new roads or to upgrade existing roads. One band is planning a bridge or culvert on a causeway. Two bands will be undertaking water and sewer projects and three bands are planning recreational or multipurpose complexes.

Three Alberta bands will be building new schools; one of these three will be renovating its kindergarten. The fourth Alberta band will be taking over education next year and will determine future needs after a one year pilot project.

Six of the seven Saskatchewan bands have housing projects planned for next year. All six will be building new homes; two will also do renovations. Three of these bands are uncertain whether funding will be available for their housing projects.

All seven Saskatchewan bands have community infrastructure projects planned for next year. Four of these bands are planning new band offices or expansion of their present offices. Three bands are planning to build new roads or upgrade existing ones. Two bands are planning water and sewer projects and one band is planning a new garbage pit. Two bands are buying fire trucks; one of these is building a new fire hall. One band is planning to install natural gas services, develop a subdivision and build a day care centre. Another band is planning a nurses' residence.

Three of the Saskatchewan bands have educational facilities planned for next year. All three will be building new schools. One of these bands now is involved in the design stage and will begin construction next year. Another band will build five new teacherages.

All six Manitoba bands interviewed have housing projects planned for next year. All bands in Manitoba plan to build a certain number of houses per year as part of their ongoing housing plans to reduce the backlog of housing applications.

Five of the six Manitoba bands have community infrastructure projects planned for next year. The sixth band is planning to continue its water and sewer projects, but this will be funded through the Northern Flood Agreement. Four of the remaining five bands plan to upgrade or build new water, plumbing and sewer facilities. Three bands will be upgrading roads; one of these bands will purchase heavy equipment. One band is planning to build a new community hall/recreation centre and another band will be building a new band office.

Four of the Manitoba bands have educational facilities projects planned for next year. A fifth band is pursuing an expansion to their school. Three of the four bands will be upgrading or expanding their current facilities; the fourth band is undertaking a feasibility study for a new school and will be building another teacherage. They will also purchase two new school buses.

2.1.2 Planning Process

2.1.2.1 General

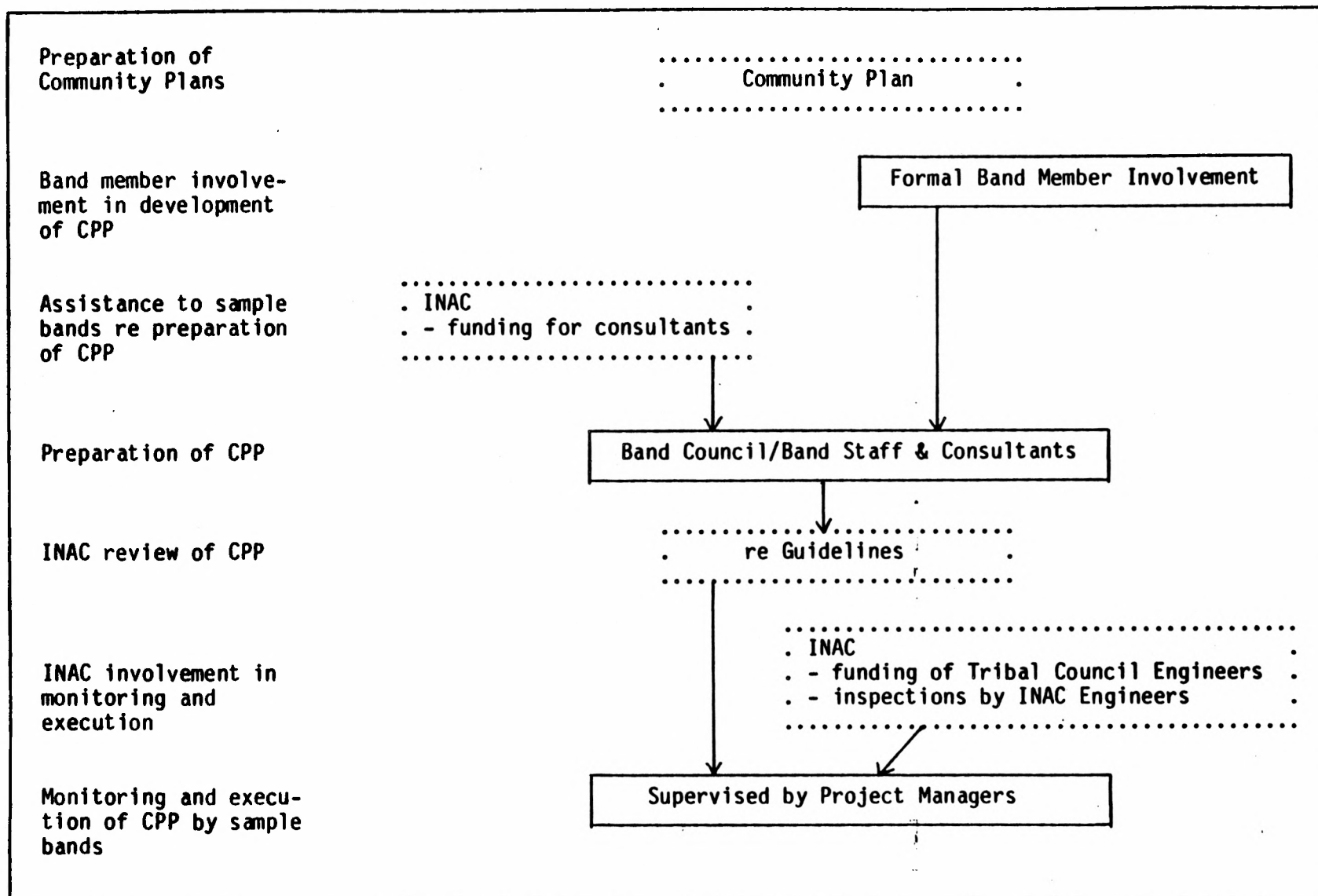
Based on the interviews with the 17 sample bands in the three prairie provinces, three distinct "models" or patterns emerged to describe the overall capital planning processes used by sample bands. It should be noted that analysis of the various steps involved in the overall capital planning processes used by sample bands indicated that the single most important factor associated with the type of planning process used tended to be the location of the sample band in a particular province (i.e., Alberta, Manitoba or Saskatchewan).

Perhaps surprisingly, there appeared to be more similarity in the overall capital planning process used by sample bands within a province than between sample bands when compared on the basis of either size of on-reserve population or geographic zone classification. Based on these findings, the three models (depicted in Figures 2-1, 2-2 and 2-3) actually represent differences in the overall planning processes between sample bands on a province by province basis.

MODELS

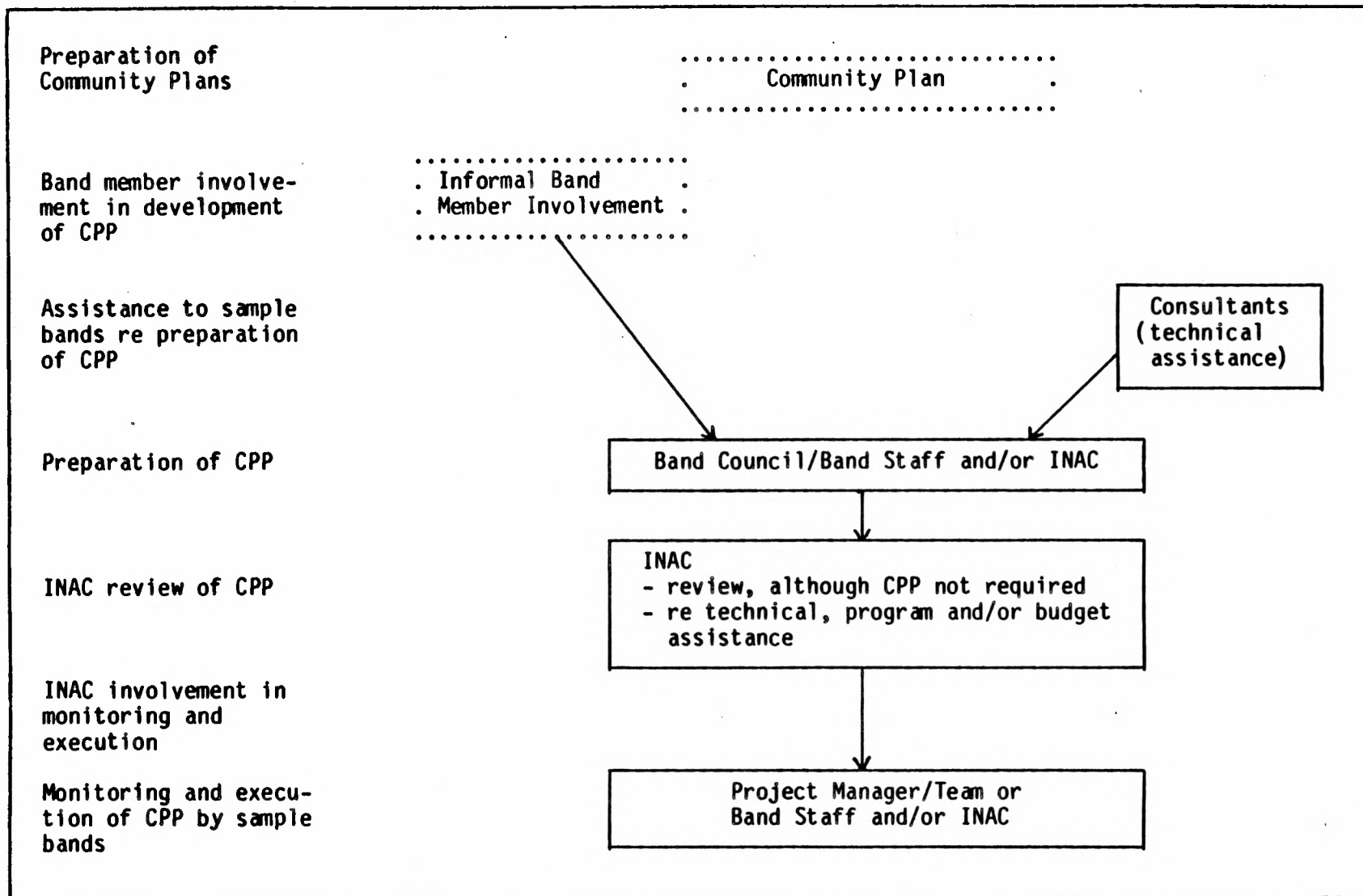
Each of the three models was derived from an analysis of the data reported by prairie province sample bands with regards to the significance (or relevance) of the following steps in the overall capital planning process:

FIGURE 2-1: MODELS OF OVERALL CAPITAL PLANNING PROCESS - ALBERTA



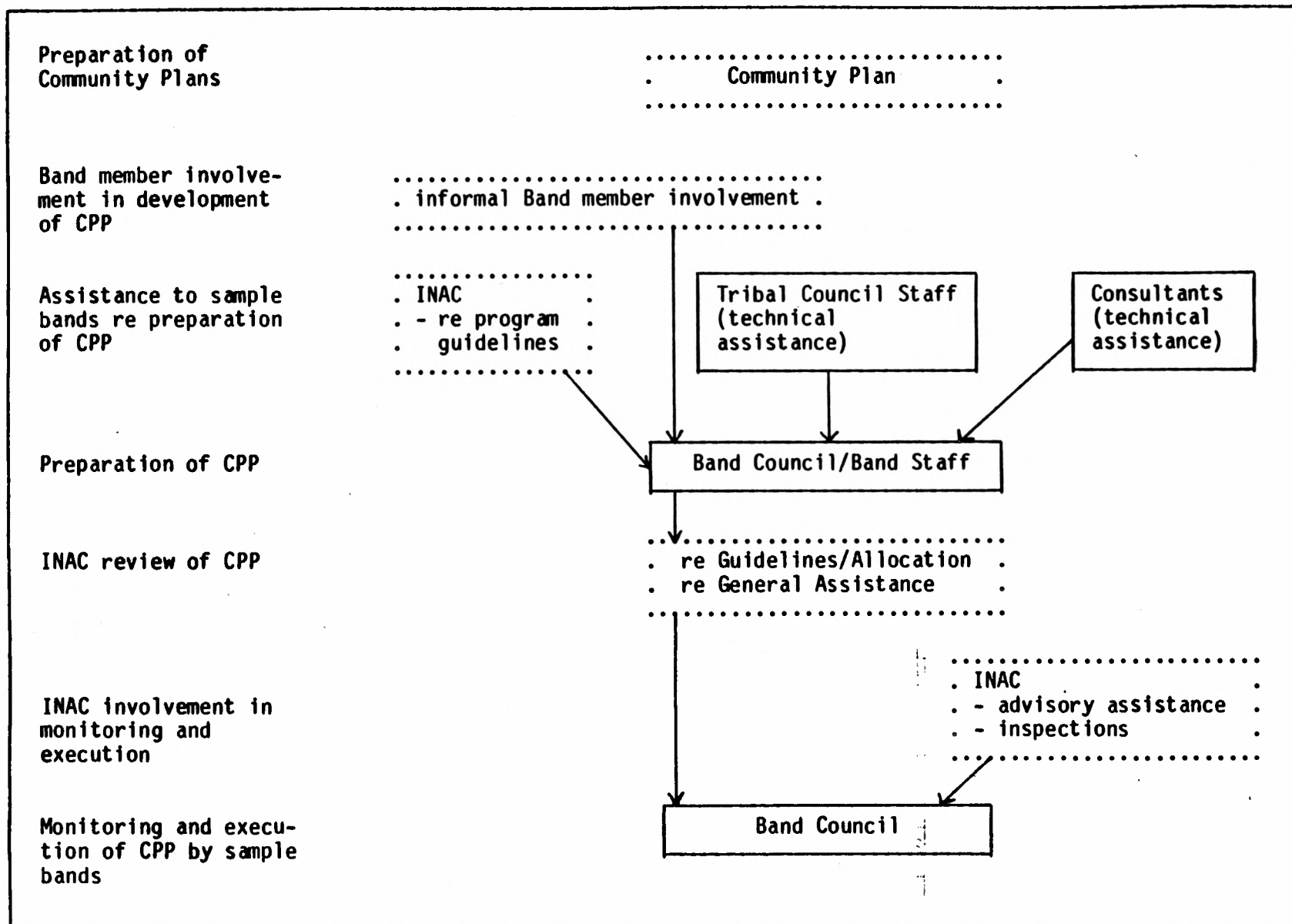
Source: Derived from InterGroup interviews with sample bands, September-November 1988.

FIGURE 2-2: MODELS OF OVERALL CAPITAL PLANNING PROCESS - SASKATCHEWAN



Source: Derived from InterGroup interviews with sample bands, September-November 1988.

FIGURE 2-3: MODELS OF OVERALL CAPITAL PLANNING PROCESS - MANITOBA



Source: Derived from InterGroup interviews with sample bands, September-November 1988.

1. Preparation of Community Plan
2. Band Member Involvement in Development of CPP
3. Assistance to Sample Bands Re Preparation of CPP
4. Preparation of CPP
5. INAC Review of CPP
6. INAC Involvement in Monitoring and Execution of CPP
7. Monitoring and Execution of CPP by Sample Bands.

The following summary represents the major findings and sources of data analysis located elsewhere in this report for each of the steps involved in the development of the models described in Figures 2-1, 2-2 and 2-3.

1. Preparation of Community Plan

- Discussion re preparation of community plan, assistance received in preparation, items included in Plan, role of INAC in reviewing Community Plan and provision of assistance to sample bands (Source: Tables 2-8 to 2-13).

2. Band Member Involvement in Development of CPP:

- Formal processes of band member input include structured activities such as special community meetings and workshops specifically addressed to the development of CPP and/or administration of community surveys to identify needs and priorities.
- Informal band member input describes process whereby band members approach band councillors on an informal basis (Source: see Tables 2-18, 2-19 and 2-20).
- Findings: Overall patterns re band member input into CPP are as follows:
 - Alberta: formal
 - Saskatchewan: informal
 - Manitoba: informal.

3. Assistance to Sample Bands re Preparation of CPP:

4. Preparation of CPP:

- Findings: Overall patterns, preparation and assistance re CPP (by province):

Alberta: Primary preparation by band council/band staff and consultants; INAC provides limited assistance re funding for consultants.

Saskatchewan: primary preparation by band council/band staff and/or INAC; some technical assistance from consultants.

Manitoba: Primary preparation by band council/band staff with technical assistance from Tribal Council staff and/or consultants; INAC assistance limited to advice re program guidelines. (Source: see Tables 2-15, 2-16 and 2-17).

5. INAC Review of CPP:

- Findings: Overall patterns (by province):

Alberta: INAC review of CPP limited to ensuring CPP within program guidelines.

Saskatchewan: Majority of sample bands (6 of 7 total) report INAC review of CPP notwithstanding that preparation of CPP is not required by INAC Saskatchewan Region; INAC review reported to involve provision of technical, program and/or budget assistance.

Manitoba: INAC review of CPP limited to provision of advice re program guidelines, CAP allocations and other general assistance. (Source: see Tables 2-21, 2-22 and 2-23).

6. INAC Involvement in Monitoring and Execution of CPP.

7. Monitoring and Execution of CPP by Sample Bands.

- Findings: Overall patterns (by province):

Alberta: Monitoring and execution of CPP primarily by project managers; INAC involvement limited to funding of Tribal Council engineers and inspections by INAC engineers.

Saskatchewan: Monitoring and execution of CPP by project manager or band staff, often with active participation by INAC representatives; INAC extensively involved in project management, monitoring and execution of CPP.

Manitoba: Monitoring and execution primarily by band councillors. INAC involvement limited to provision of advisory assistance and inspection. (Source: see Tables 2-34 to 2-41).

As appears clear with respect to the above summarization of findings, overall patterns relating to the general capital planning process were consistently similar between sample bands within each of the provinces of Alberta, Saskatchewan and Manitoba. Moreover, these overall patterns tended to reflect or be

closely associated with the INAC regional capital planning process in that province.

COMMUNITY PLAN

Nearly two-thirds (64.7%) of the total sample bands in the prairies provinces indicated that their band prepared a Community Plan. Slightly more than one-third (35.3%) of the total sample bands did not have a Community Plan. Comparison of responses from sample bands in each of the prairie provinces is illustrated in Table 2-8.

It should be noted that there were no significant differences between bands which did prepare a Community Plan and bands which did not have a Community Plan, based either on size of on-reserve population or geographic zone classification. However, all sample bands which did not prepare a Community Plan (n=6; 2 each in Alberta, Saskatchewan and Manitoba) were relatively smaller bands, having on-reserve populations of either <499 or 500-999 persons (see Tables 2-9 and 2-10).

Sample Bands without Community Plans

Two sample bands in each of Alberta, Saskatchewan and Manitoba (n=6 or 35.3% of total sample) indicated that their bands did not have a Community Plan. When requested to explain why their band did not have a Community Plan, 4 of the 6 sample bands (2 each in Alberta and Manitoba) indicated that they were in the process of developing Community Plans or had plans to do so. Only 2 sample bands (both located in Saskatchewan) indicated that they had no plans to develop a Community Plan. It should be noted that both of these sample bands indicated that they did not consider Community Plans to be useful planning tools for political or practical reasons. (Both tended to view the community or capital process as "mysterious" or "vague" and subject to political decision making both at Region and District level.)

Sample Bands with Community Plans

Of the total sample bands in the prairie provinces, 64.7% indicated that their band prepared a Community Plan. Table 2-11 provides a province by province comparison of the process by which sample bands prepare their community plans, the type of assistance received (if any), the items included in the Community Plan, and the role of INAC representatives (if any) in reviewing the plan and/or providing guidance and assistance.

It should be noted that the results do not disclose a discernable pattern in the community planning process with regards either to size of on-reserve population or geographic zone classification. Rather, the overall pattern with regards to the development of Community Plans by sample bands responding tends to be fairly consistent on a province by province basis, and one closely associated with the degree of decentralization in INAC's organizational structure in that particular province.

It is also interesting to note that while all sample bands which prepared Community Plans utilized consultants to assist them in preparing their Community Plan; the degree and type of assistance provided by consultants tended to vary from province to province.

Similarly, both the comprehensiveness of INAC's review and the type of assistance and guidance (if any) rendered to sample bands varied from province to province. Table 2-12 describes the general community planning process for sample bands.

For those sample bands which indicated that their bands prepared a Community Plan, Table 2-13 describes those items reported as being included in their Community Plans, including whether the Community Plan identified management training needs. It should be noted that there was no overall pattern with regards to the nature of items identified by sample bands on the basis of province by province comparisons, comparison by size of on-reserve population or geographic zone classification.

CAPITAL PROGRAM PLAN (CPP)

All but one of the 17 sample bands in the prairie provinces reported that their band had a Capital Program Plan (CPP) (see Table 2-14).

It is interesting to note that the lone sample band which reported that it did not have a CPP was located in the INAC Saskatchewan Region, where the Capital Allocation Program has not required the preparation of a Capital Program Plan since 1985/86. Unlike the Capital Allocation Program requirements of a CPP in both Manitoba and Alberta, Saskatchewan bands submit applications for capital projects on a project by project basis. This process is consistent with the process reportedly used by the sample band in the study.

Since the Capital Allocation Program in both Manitoba and Alberta requires bands to prepare Capital Program Plans, it is not surprising that all sample bands in Manitoba as well as Alberta reported that their bands did have a CPP. However,

the finding that 6 out of 7 sample bands in Saskatchewan reported that they did have a CPP, even though they were not required to do so, raises an obvious question of why they were prepared. One possible explanation is that these sample bands viewed the preparation of a Capital Program Plan as a useful planning tool. Another possibility is that INAC's relatively closer involvement in the overall Capital Planning process in the Saskatchewan Region (see 2.1.2.1) has influenced or encouraged the preparation of CPP's for these bands. A third possible explanation may be that sample bands lacked an understanding, or were confused by, the term "Capital Program Plan" and reported an affirmative response to the questionnaire's probe when in fact the sample band did not have a Capital Program Plan.

The sample bands in the prairie provinces which reported that their band did have a CPP (n=16) were interviewed with regards to who was responsible for preparing the CPP and what other assistance, if any, was received in its preparation. Tables 2-15, 2-16 and 2-17 provide a province by province description of the various approaches to CPP preparation used by sample bands in the prairies provinces.

Again, no significant patterns between sample bands in their approach to preparing the CPP was evident based either on size of on-reserve population or geographic zone classification. However, the overall patterns which did emerge tended to be fairly closely associated with a province by province variation.

As illustrated in Table 2-15, Capital Program Plans for sample bands in Alberta were usually prepared primarily by the band's own staff or band councillors and consultants, with very little other assistance received from other sources. It should be noted that all sample bands in Alberta reported the involvement of consultants on a primary or assistance basis in the preparation of their CPP's. In comparison to sample bands interviewed in Saskatchewan and Manitoba, sample bands in Alberta reported the most minimal involvement of INAC in the preparation of their CPP's. Of the three sample bands in Alberta which reported receiving some INAC assistance in the preparation of their CPP's, all three indicated that this assistance was limited to INAC's provision of funding to the bands to retain consultants.

In striking contrast to the Alberta situation, all sample bands from Saskatchewan reported much more extensive involvement by INAC in the preparation of their CPP's (see Table 2-16). INAC's greater involvement in the preparation of CPP's for sample bands in Saskatchewan is underlined by one sample band's report that INAC was entirely responsible for preparing the band's CPP until a few months previous to being interviewed for this study (i.e., summer 1988) while another

Saskatchewan sample band indicated that its CPP was jointly prepared by INAC representatives and the band's councillors and project officer.

It is interesting to note that all four of the remaining sample bands from Saskatchewan reported that they also received technical and/or program and financial advice from INAC representatives. Sample bands in Saskatchewan also reported receiving less assistance from consultants in preparing their CPP's than did sample bands in Alberta. None of the sample bands in Saskatchewan reported using consultants on a primary basis in the preparation of their CPP's, and only one-half of the sample bands in Saskatchewan reported using consultants on an assistance basis. With the exception of the single sample band which reported that INAC prepared its entire CPP, the overall pattern regarding the preparation of CPP's by sample bands in Saskatchewan is one whereby band councillors and/or band staff prepare the CPP with the assistance of INAC representatives and, to a lesser extent, the assistance of consultants.

For sample bands in Manitoba which reported preparing a CPP (n=6), the overall pattern tends to be one whereby band councillors and/or band staff are primarily responsible for preparing the CPP, with assistance received from Tribal Council staff or consultants (see Table 2-17). Only one sample band in Manitoba reported using consultants on a primary basis in its preparation process, although band council representatives and band staff were also involved. For Manitoba sample bands, INAC's involvement in the preparation of CPP's was again reported to be of a more minimal nature. One Manitoba sample band reported receiving only general program guideline assistance from INAC in the preparation of its CPP, while another sample band reported that it would request INAC technical assistance along with assistance from other sources, such as consultants.

Clearly, the different overall patterns in the preparation of CPP by sample bands in Alberta, Saskatchewan and Manitoba are closely associated with the regional capital planning and allocation process within each INAC region.

All sample bands in the prairie provinces which reported preparing a CPP were also interviewed with regards to ascertaining the background, education and experience of individuals responsible for preparation of the CPP at the band level. Unfortunately, due to the large number of prairie province sample bands which indicated that a number of band councillors were primarily responsible for the preparation of the CPP (n=12) and a correspondingly large number of sample bands which did not provide individual backgrounds for all individuals involved in the preparation of the CPP at band level, it is not possible to document individually the qualifications of all persons involved in the preparation of the CPP at band level. Tables 2-15, 2-16 and 2-17 list the background and

qualifications for those individuals involved in the preparation of the CPP where such data is available.

Despite the lack of specific information regarding the qualifications of individuals involved in the preparation of the CPP at the band level, the data is sufficient to note two general patterns. First, all prairie province sample bands which prepared a CPP (n=16) reported that the responsibility for preparing the CPP was one shared among many individuals rather than the responsibility of any one individual band councillor, band staff person or consultant. Second, only one of the sample bands in the prairie provinces reported employing/retaining individuals whose sole responsibility was the preparation of the CPP. All other sample bands responding to this particular issue (n=13) indicated that individuals responsible for the preparation of the CPP were also responsible for performing other duties and responsibilities.

Process of Developing CPP:

All sample bands in the prairie provinces which reported the preparation of a CPP (n=16) were requested to elaborate on the process for developing the CPP with regards to input of band members, INAC regional office and other advisory consultant services.

Band Member Input

Of the 16 sample bands in the prairie provinces which prepared a CPP, 81.3% (or 13) of the sample bands reported receiving input, either on a formal or informal basis, from band members in the development of their CPP. Formal processes for band member input included structured activities such as special community meetings and workshops specifically addressed to the development of the CPP and the administration of community surveys to the band membership to identify needs and priorities. A number of sample bands described a process whereby band members approached band councillors on an informal basis with their input for the CPP (see Tables 2-18, 2-19 and 2-20).

Once again, the overall pattern with regard to the type of process used by sample bands in the prairie provinces to obtain band member input into the CPP (i.e., formal versus informal processes), tended to be a pattern varying on a province by province basis. No significant patterns emerged between sample bands, based on either size of on-reserve population or geographic zone classification.

In terms of a province by province pattern (see Table 2-18), sample bands from Alberta tended to employ formal processes to obtain band member input while Saskatchewan sample bands tended to employ informal processes. Sample bands from Manitoba were almost equally split between the two types of processes.

INAC Review, Guidance and Assistance

Of the 16 sample bands in the prairie provinces which prepared a CPP, 93.8% (or 15) of the sample bands reported that an INAC representative reviewed the plan (see Table 2-21). Again, as was noted in the previous discussion regarding sample band approaches to preparing their CPP's, it is not surprising that all sample bands in Alberta and all but one (AFA) sample band in Manitoba reported that INAC reviewed their CPP, as submission of the CPP is a program requirement in both the Alberta and Manitoba INAC Regions. However, it appears significant that all 6 sample bands from Saskatchewan which prepared a CPP (although they are not required to do so) also reported that an INAC representative reviewed the plan. Some of the explanation for this occurrence may be related, once again, to the type of assistance and guidance which sample bands reported receiving from their INAC representatives (see Table 2-22).

As is illustrated in Table 2-22, the type of assistance and guidance which sample bands reported receiving from their INAC representative, at the time the CPP is reviewed, falls within a consistent province by province pattern. In Alberta, all sample bands reported that INAC's assistance or guidance was limited to ensuring that the CPP falls within program guidelines or to advising the sample band as to its available allocation. In contrast, sample bands in Saskatchewan reported that INAC was much more involved in providing technical, program and/or budget assistance to the sample bands. This extensive involvement may account for the relatively high rate of CPP reviews reported by Saskatchewan sample bands.

Sample bands in Manitoba tended to report that they received less assistance from INAC than reported by sample bands in Saskatchewan, yet more than that reported by sample bands in Alberta.

On the whole, the overall patterns are quite consistent with the INAC guidance and assistance reported received by sample bands in the development and preparatory stages of the CPP (Tables 2-15, 2-16 and 2-17). Again, it should be noted that these province by province variations or patterns tend to reflect the different approaches to the capital allocation program in each of the three INAC regions (Alberta, Saskatchewan and Manitoba).

Components Included in Capital Program Plan

Sample bands from the three prairie provinces were interviewed with respect to whether any of the following components or items were included in their band's Capital Program Plan:

- objectives
- priorities
- activities and task for implementation
- technical and financial feasibility
- budget
- project monitoring
- cost control
- individual specific accountability
- other.

Table 2-23 compares the various components reported to be included in CPP's by sample bands on a province by province basis. It should be noted that the data incorporated in Table 2-23 indicates no overall patterns or differences between sample bands based on a province by province basis, size of on-reserve population basis or on the basis of geographic zone classification. However, of the sixteen sample bands in the prairie provinces which reported the preparation of a CPP, 75% also indicated that their CPP included at least 8 of the above 9 components.

2.1.2.2 Three Planning Areas

Sample bands in the prairie provinces were interviewed regarding the various aspects of each planning area of the Capital Allocation Program (Housing, Community Infrastructure and Education Facilities) included in the bands' CPP.

Sample bands in the prairie provinces were interviewed with regard to whether their band's CPP included all three planning areas of the Capital Allocation Program (i.e., Housing, Community Infrastructure and Education Facilities). Table 2-24 indicates that 82.4% (or 14) of the sample bands reported that their CPP included all three planning areas. It should be noted that the three remaining sample bands responding in Table 2-24 include the following:

- one band from Saskatchewan which reported that it does not prepare a CPP
- one additional band from Saskatchewan which reported that its CPP included only community infrastructure

- one band from Alberta which reported that its CPP did not include educational facilities.

Housing

Table 2-25 describes which of the following aspects of housing that sample bands in the prairie provinces reported addressing in their CPP's:

- priorities
- objectives
- promotion of the awareness of the housing program
- management scheme is: 1) allocation of units to individuals, 2) rent collection and, 3) fee collection
- improvement in the band's competence in building and management of housing projects
- prolongation of existing houses' life
- identification of band housing needs
- solving of housing shortages
- provision of adequate housing
- maintenance/repair requirements
- other matters.

As indicated in Table 2-25, the majority of sample bands in Alberta, Saskatchewan and Manitoba reported that the housing component of their CPP's addressed a significant number of the above aspects. Further study may be necessary to clarify or confirm the extent to which many of these reported aspects are addressed in the actual CPP's.

Sample bands from the prairie provinces were also interviewed with regard to how they identified their housing and housing O&M needs for their bands. As can be seen in Table 2-26, 41.2% (or 7) of the sample bands from the prairie provinces reported that they identified their bands' housing needs through a formal application process for new housing. An additional six sample bands (or 45.3%) reported that their bands identified housing needs through either the sole use of housing surveys or a combination of housing surveys and the housing application process (see Table 2-26).

Table 2-27 describes the procedures used to identify housing O&M needs, as reported by sample bands from the prairie provinces. It is interesting to note that the vast majority of sample bands (n=13) reported that their bands identified their housing O&M needs in one of the following four ways:

<u>Procedures Used to Identify Housing O&M Needs</u>	<u>n=</u>	<u>%</u>
Band housing staff/inspections	4	23.5
Housing survey	2	11.8
Formal application process	3	17.6
Informal band member requests	<u>4</u>	<u>23.5</u>
Total	<u>13</u>	<u>76.4</u>

Community Infrastructure

Sample bands from the prairie provinces were also interviewed with respect to which of the following aspects of community infrastructure were addressed in their CPP's:

- priorities
- objectives
- identification of band needs for adequate water, hydro, fire protection, garbage removal and roads
- provision for technical training in community infrastructure construction and maintenance
- assessment of maintenance requirements
- provision for recreational and community facilities
- other matters.

Responses from the 17 sample bands in the prairie provinces are described in Table 2-28. As indicated by Table 2-28, the majority of sample bands from Alberta, Saskatchewan and Manitoba reported that the community infrastructure component of their CPP's addressed a significant number of the possible aspects listed above. Once again, further study may be required to clarify or confirm the extent to which the community infrastructure components of the sample bands' CPP's match the responses reported.

Tables 2-29 and 2-30 describe the procedures used to identify community infrastructure needs and community infrastructure O&M needs, as reported by sample bands from the prairie provinces.

Educational Facilities

Sample bands from the prairie provinces were also interviewed with regard to which of the following aspects of educational facilities were addressed in the bands' CPP's:

- priorities
- objectives
- identification of band requirements for adequate educational assets and facilities
- provision for training and assistance in the construction and maintenance of educational assets
- assessment of maintenance requirements
- other matters.

Responses from the 17 sample bands in the prairie provinces are described in Table 2-31. As can be seen in the table the majority of sample bands from Alberta, Saskatchewan and Manitoba reported that the education facilities component of their CPP's addressed a significant number of the above listed aspects.

Tables 2-32 and 2-33 describe the procedures used to identify educational facilities needs and educational facilities O&M needs, as reported by sample bands from the prairie provinces.

2.1.2.3 Execution of Plan

Sample bands in the prairie provinces which reported preparing a CPP were interviewed with regard to ascertaining the background, education and experience of individuals responsible for execution of their CPP at the band level. Sample bands were first questioned with respect to whether the same person(s) were responsible for both the development of the CPP and its execution at the band level. Table 2-34 indicates that 47.1% (or 8) of the sample bands from the prairie provinces reported that the same person(s) responsible for the development of the CPP was also responsible for its execution at the band level. A slightly smaller percentage (41.2% or 7) of the sample bands from the prairie provinces reported that a different person(s) was responsible for the CPP's development and execution phases. There were no significant patterns when sample bands were compared on the basis of size of on-reserve population or on the basis of geographic zone classification.

Tables 2-35, 2-36 and 2-37 describe the background and qualifications of all individuals involved in the execution of the CPP for sample bands in Alberta, Saskatchewan and Manitoba, as well as the nature and source of additional assistance provided to sample bands in the execution phases of their CPP's. Closer analysis of the data described in Tables 2-35, 2-36 and 2-37 reveals several general patterns. Firstly, the vast majority of sample bands from the prairie provinces (10 or 62.5%) reported that individuals responsible for execu-

tion of the CPP were also responsible for performing other duties and responsibilities. The data also suggest differences between sample bands in the overall nature of CPP execution on a province by province basis.

Table 2-62 provides information on whether or not sample bands receive any other assistance in the execution of their CPP. Of all sample bands in the prairie provinces, 11 (64.7%) indicated that they received additional assistance. One-half of the sample bands in each of Alberta and Manitoba said that they received additional assistance in executing their plans, while 6 (85.7%) of the sample bands in Saskatchewan indicated that they received additional assistance.

Sample bands in Alberta tended to enlist a specific project manager, with related education and experience, to be responsible for the execution of the band's capital projects. These individuals tended to not be involved in the preparation of the CPP as well as its execution. Similar to the limited involvement of INAC reported to Alberta sample bands in the preparation of their CPP's, Alberta sample bands reported that INAC assistance with respect to execution of the CPP's was limited to funding of Tribal Council engineers or inspections by INAC engineers.

Sample bands in Saskatchewan tended to report much more extensive INAC involvement in the execution phase of the CPP than did sample bands in either Alberta or Manitoba. All but one sample band from Saskatchewan reported receiving technical, project management, engineering and advisory assistance from INAC. Unlike sample bands in Alberta, several sample bands from Saskatchewan reported that INAC representatives assist in the management of capital projects. Saskatchewan sample bands also tended to report that different persons were responsible for the preparation and execution of the CPP (n=4). In contrast, the majority of sample bands in Manitoba (n=5 or 83.3%) reported that the same person(s) was responsible for both the development and execution phases of the CPP. Unlike both Alberta and Saskatchewan sample bands, a sizeable number of Manitoba sample bands (n=4 or 66.7%) reported that band councillors were responsible for the execution of the CPP. Manitoba sample bands also tended to report that INAC assistance received tended to be limited to advisory assistance or project inspections.

Similar to the overall province by province patterns discussed in relation to sample band preparation of the CPP, discernible province by province patterns appear to emerge with respect to the execution phase of the CPP. Province by province patterns tend to be more closely related to the CAP requirements and INAC Regional structure than with any other factor examined, including size of on-reserve population and geographic zone classification.

Sample bands in the prairie provinces were interviewed with respect to whether their bands performed any monitoring activity during the execution phase of their CPP. Table 2-38 indicates that all but one of the sample bands (n=15 or 93.8%) in the prairie provinces reported undertaking some type of monitoring activity during the execution phase.

Table 2-39 describes the nature and frequency of monitoring activities for these sample bands. Again, patterns between sample bands in the prairie provinces tend to be based on a province by province basis, rather than a pattern associated with either size of on-reserve population or on the basis of geographic zone classification.

For sample bands from Alberta, the general pattern reported tended to be one of daily monitoring by the project manager or other supervisor of the project. In contrast, sample bands from Manitoba tended to report a general pattern of on-going monitoring of the project by the band councillor responsible for the relevant portfolio.

In Saskatchewan, sample bands incorporated elements of the overall patterns in both Alberta and Saskatchewan in that both the nature and frequency of monitoring activities appeared to vary from sample band to sample band, depending on the band's particular approach to monitoring.

Analysis of CPP Results

Sample bands in the prairie provinces which reported preparing a CPP were also interviewed relating to whether the bands analyzed the results achieved against their CPP. Responses from sample bands regarding this issue are presented in Table 2-40. Seventy-five per cent of the sample bands (or 12) reported that their band analyzed the results achieved by their CPP.

For those sample bands from the prairie provinces which reported an analysis of CPP results, Table 2-41 describes the nature of analysis reportedly undertaken, including the frequency, manner, formality (documentation) and purpose/use of the analysis. As can be seen in Table 2-41 sample bands from the prairie provinces report a wide range of approaches with regards to analysis of CPP results. Different approaches between sample bands do not appear to reflect larger overall patterns associated on a province by province basis, on the basis of size of on-reserve population nor on the basis of geographic zone classification.

2.2 OBJECTIVES ACHIEVEMENT

Within the overall question of objectives achievement, this section addresses two specific evaluation questions:

A comparison of the priorities and objectives pursued by the bands with those of the regions and headquarters, specifically to address apparent conflicts (if any).

The extent to which the objectives and priorities of the bands can be met with the relevant regional allocation mechanism now in use.

Each is discussed, in turn, below. Tables not included in the text of Section 2.2 are found in Appendix F.

The evaluation asks the general question: to what extent do the capital planning and allocation procedures meet the objectives and priorities for which they are designed? Within the context of the current assignment, it is possible to address a portion of the answer to this question using results of the interview program with sample bands in Alberta, Saskatchewan and Manitoba. In the Capital Planning and Allocation cycle, as illustrated in Figure 2-4, the interviews with bands provide information which is useful mainly in addressing the relationship between bands and INAC Regions during the capital planning and capital allocation phases of the cycle.

Summary of Findings:

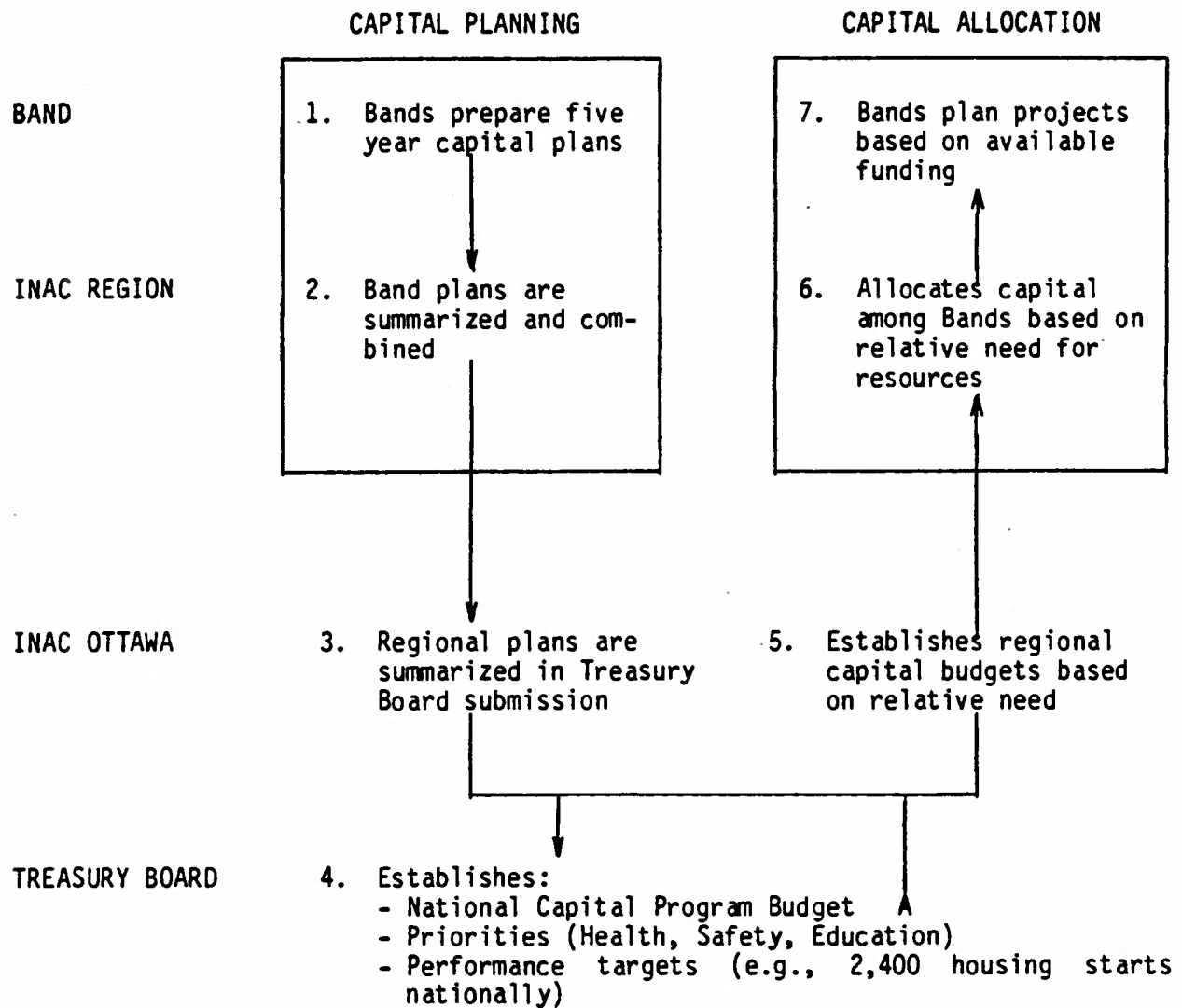
Comparison of Priorities and Objectives: Sample bands believe that INAC representatives understand the objectives and priorities of the bands, but they have mixed feelings about the extent to which that understanding is translated into projects which actually meet their needs. There is an apparent lack of understanding of how INAC's Capital Plan is developed and the role of the band's own planning in that process.

Regional Allocation Mechanisms: Three capital planning and allocation models are employed by the three INAC Regions in the prairie provinces. Since Alberta's system was introduced in the last fiscal year and Manitoba's in the current, this program probably tests bands' experience with the former programs (at least in Manitoba).

Bands generally understand the concept of capital allocation, but make little connection between it and capital planning in the approval process. Bands in all

FIGURE 2-4

THE CAPITAL PLANNING CYCLE WITHIN INDIAN AFFAIRS



—— (box) portion of cycle addressed by interview program

Source: base planning cycle diagram from INAC Alberta Region, Funding for Capital Projects, 1986 (a manual developed for Bands).

Regions have outstanding needs in all three planning areas, and urgent, unmet needs for reasons of health and safety. Other capital facilities needs were also identified (i.e., to solve social problems or enhance economic development).

Band Allocation of Capital Funds: In general, bands appear to follow through on their established priorities, either of their own free will, through agreements with INAC (Vote 15) or through INAC delivery (Vote 10) of the capital project. A number of bands noted that the stringency of the agreement provisions (e.g., payment schedule) sometimes caused them difficulty in actually delivering the projects (e.g., cash flow doesn't meet contractor's requirements), inevitably leading to deficit problems, particularly in the annual housing program.

2.2.1 Comparison of Priorities and Objectives

The purpose of comparing INAC (Regions and Headquarters) priorities and objectives, and band priorities and objectives for capital planning and allocation is to determine if there is any fundamental disagreement about the desired outcomes of the program. If no conflicts are apparent then one can assume that, in theory, all parties are moving in the same direction and achievement of Band objectives is at least possible.

Table 2-42 illustrates the stated outcome objectives and priorities of the capital planning and allocation process for INAC Headquarters, Alberta Region, Saskatchewan Region and Manitoba Region. The table is drawn from material prepared by the Evaluation Directorate. Stated outcome objectives and priorities of all three Regions and Headquarters focus on improving the basic living conditions of communities by improving on-reserve infrastructure. Headquarters and Alberta Region explicitly use similar non-Indian communities as benchmarks.

Health, safety and education are top priorities in all Regions and Headquarters. The second national objective, echoed by the Manitoba Region, is to increase band capabilities and responsibilities in managing their own affairs pertaining to capital development.

An indication of the compatibility of band objectives and priorities with those of INAC Regions and Headquarters is provided by the interview results. Although no question specifically asked bands to describe their objectives and priorities, a number of questions did address whether or not a process of prioritization was used, if bands understood Regional objectives, and how bands perceived the match between band and Regional objectives.

TABLE 2-42

STATED OUTCOME OBJECTIVES AND PRIORITIES
OF THE CAPITAL PLANNING AND ALLOCATION PROCESS
INAC HEADQUARTERS, ALBERTA REGION, SASKATCHEWAN REGION AND MANITOBA REGION

HQ/Region	Stated Outcome Objectives and Priorities
Headquarters ¹	<ol style="list-style-type: none"> 1. Improve on-reserve infrastructure such that: <ul style="list-style-type: none"> - basic levels of health, education and safety are achieved - conditions are similar to non-Indian communities of similar size and geographic location 2. Increase band capabilities and responsibilities in managing their own affairs
Alberta ²	<ol style="list-style-type: none"> 1. Improve the standard of living on reserve such that basic living conditions are similar to non-Indian communities of similar size and geographic location 2. Priorities are health, safety and education on Indian reserves
Saskatchewan ³	Priorities are health, safety and education
Manitoba ⁴	<ol style="list-style-type: none"> 1. To improve the quality of community life through band planning, multi-year targets and sound management 2. Priorities are health/safety, education, housing and other infrastructure

¹Source: Evaluation Directorate, Indian and Northern Affairs Canada, Planning Report for the Evaluation of the Allocation Mechanism of the Capital Program, July 1988.

²Source: Alberta Region's submission to the Evaluation Directorate for the purpose of the evaluation, Fall 1988.

³Source: Saskatchewan Region's submission to the Evaluation Directorate for the purpose of the evaluation, Fall 1988.

⁴Source: Manitoba Region's submission to the Evaluation Directorate for the purpose of the evaluation, Fall 1988.

Question 27 asked bands whether they are provided with a capital target allocation by INAC for planning purposes and second, how they decide which projects will be funded first for the purposes of program planning.

Table 2-43 indicates that over 82% of sample bands are provided with a capital target allocation for planning purposes. All Alberta bands, 86% of Saskatchewan bands and 67% of Manitoba bands indicated that they were aware of a capital target. Of interest is that Saskatchewan bands responded in the affirmative where, since 1985/86, no capital plans have been required; only a specific project application is required and plans are consolidated by sector at the District and Regional levels. Also difficult to explain is why one third of Manitoba bands (the smallest in the sample) did not acknowledge a capital target when the Manitoba capital management system has been revamped in 1987/88 to focus on target planning by bands.

Bands responding in the affirmative were asked the number of years of the target. In Alberta, respondents indicated 1 to 3 years (1 response), 1 to 5 years (1 response) and no response (2). In Saskatchewan, respondents indicated 1 year (1 response), 1 to 3 years (2 responses) and 1 to 5 years (3 responses). In Manitoba, 1 respondent indicated a 1 to 4 year target and the other 3 indicated a 1 to 5 year target.

Table 2-44 provides an indication of how bands perceived projects to be prioritized. More than half the sample bands (53%) indicated that the priorities and needs of their community were considered by Chief and Council and/or other local participants and were used to develop a list of priority projects. They spoke as if this list mattered. Another 41% of sample bands appeared more skeptical about their input to the planning process. While most of these bands indicated that they did prepare priority lists, they also noted that the real prioritization resulted from: (1) the availability of funds; and (2) the approval by INAC of specific projects. Two bands in Saskatchewan in this group indicated that they did not prepare priority lists and, simply, that "INAC decides".

Sample bands were asked their opinion regarding how well INAC's objectives and priorities match their own (Questions 32, 33, 35 and 36).

Sample bands were asked if they were familiar with the objectives of INAC's Capital Program Plan (Question 33). Table 2-45 illustrates that less than 30% of respondents indicated that they were aware of the objective of the Capital Program Plan (see Table 2-42). Of these five bands, four could accurately identify some or all of the contents of the objective. And, of these four bands, three (or 18% of the total sample) indicated that the INAC objectives matched the

objectives of their own capital plans for their community. In Manitoba, where the largest proportion of bands understood INAC's objectives, one band indicated that the Region "properly does not impose its priorities beyond the obvious - health, safety and education".

Sample bands were asked if they believed that INAC's representatives are aware of the band's objectives and priorities. Table 2-46 illustrates that, for the most part, bands believe this understanding to be in place (82% said yes). However, when asked if INAC takes the information into consideration when dealing with bands, less than half (47%) said yes (see Table 2-47). Following are comments or examples which explain this result:

- in Alberta,
 - regional budget is limited so priority needs are not fulfilled
- in Saskatchewan,
 - funding constraints determine priorities, e.g., we were able to get a band office because money was available but it didn't solve our pressing water and sewer problems which have been outstanding for five years
 - INAC changes our priority list according to what they think we need
 - INAC allocates a certain budget for housing without regard to the total need in our community
 - our request for a water plant was put off for eight years; INAC kept repriorizing it
- in Manitoba,
 - INAC doesn't give enough money to meet the band's needs
 - need to by-pass Region to ensure that INAC Headquarters understands the amount of funding needed; INAC Region has not represented our needs adequately to INAC Headquarters.

While some of these comments, especially in Saskatchewan, reflect what appears to be differences in priorities, the overwhelming issue appears to be the **amount** of funding provided to fulfill the need. In our view, this is not necessarily a problem of matching objectives and priorities, but problems such as resourcing, communication and planning. Three of eight bands which responded in the affirmative to this question also recognized the shortfall in funds, but were willing to give the Regions the benefit of the doubt in terms of matching

band priorities. They saw the Region's "hands being tied" by INAC Headquarters in terms of fulfilling the funding needs of bands.

Sample bands were asked what they saw the role of the band's Capital Program Plan to be in the preparation of INAC's Capital Program Plan (Question 32). Presumably, if INAC made use of the band's plan, then there would be some matching of objectives and priorities.

Table 2-48 illustrates that bands in the sample either didn't understand the role of their own planning in the context of INAC's planning (53% didn't know or didn't respond) or were cynical about INAC's use of the plan (29% saw no role for their capital plan). It is interesting to note that two respondents who saw no role for their plans cited the use of formulas for capital allocation as evidence that their plans were not used.

Finally, bands were asked whether the types of projects funded by INAC matched the priorities of the band. Table 2-49 presents the results. Just over one-third of sample bands felt that the types of projects funded were in line with their priorities. Four of these six affirmative responses were qualified with "but it's not enough to meet the need". Fifty-three per cent of the sample indicated that the actual projects funded did not match their priorities. This group cited a mixture of absolute shortfalls in funding (similar to the "qualified yes" group) and examples of different types of projects funded (e.g., safety concerns re condemned day care or inadequate fire safety of kindergarten).

2.2.2 Regional Allocation Mechanisms

Clear national objectives and priorities are evident for the Capital Allocation Program to which Regions adhere (see Table 2-42) and each Region contributes to the development of the National Capital Plan which is submitted to Treasury Board for approval. However, the way that each region goes about developing its Regional Capital Plan and the way that it allocates its approved capital budget, once the National Capital Plan is approved by Treasury Board, varies.

This assignment covered the three prairie INAC regions: Alberta Region, Saskatchewan Region and Manitoba Region. The physical setting, distribution, resource base, size and degree of isolation of bands is different in each province. Likewise, the organizational structure, distribution and scale of operation of each INAC Region is different. Saskatchewan, with the largest number of bands, maintains a Regional Office and a network of District Offices across the province. Alberta maintains a Regional Office, a small number of District Offices/service centres and has transferred program delivery functions, in some

cases, to Indian organizations (e.g., Lesser Slave Lake Indian Regional Council). In Manitoba, INAC operates a Regional office only. Program advice and services are provided directly by Regional Office staff and through the services of tribal councils (e.g., Dakota Ojibway Tribal Council, Interlake Tribal Council).

The approach of each INAC Region to the Capital Planning and Allocation process is quite different and essentially represents a continuum between extensive involvement in band capital planning (Saskatchewan Region) and limited involvement in band capital planning (Manitoba Region). Tables 2-50, 2-51 and 2-52 provide the key steps in both the Capital Planning and Capital Allocation phases of the INAC capital cycle in the three regions. The highlights are as follows:

Alberta Region -- the capital planning and allocation process changed in 1987-88 in response to requests by bands for more local prioritization, information about future funding levels and need for long range planning. The resulting capital allocation system provides three year targets to bands for housing and infrastructure funds based on allocation formulas. There is a minimum allocation to eligible bands. Capital plans are required to address these targets and to request additional funding for major capital projects (large infrastructure projects or education facilities) which cannot be achieved through an annual allocation. The historic regional capital budget of \$30 million is usually divided by INAC Region equally among housing, community infrastructure and education.

Saskatchewan Region -- the capital planning and allocation process remains largely in the hands of District and Regional staff of INAC. Long term capital plans are prepared for each District. Projects are submitted to Regional Office and considered sectorally across the Province. Each sector is allocated a portion of the capital budget and individual projects are rated by INAC within each sector according to specific criteria. The capital budget has historically been about \$40 million. Since 1985-86, capital plans, as such, are no longer required of bands. Instead, bands make application to INAC for each specific project which they seek and the District staff keep track of these additions to their requests.

Manitoba Region -- the most radical approach to capital allocation of the three has been initiated in this fiscal year by this region. Manitoba Region is moving toward a totally formula-driven approach to capital allocation with no minimum or maximum allocation to bands; by September of 1988 about 50-60% of capital funds (total budget is \$57 million) were allocated in this way (the balance represents ongoing commitments already in place). The premise of the approach is that bands should plan for their own future needs and priorities (within cer-

TABLE 2-50

CAPITAL ALLOCATION PROCESS - ALBERTA REGION

=====

CAPITAL PLANNING

INTRODUCTION

- capital planning and allocation has recently undergone changes in Alberta
- from 1984 to 1986, Alberta Region undertook a review and planning process to change the way that capital planning and allocation is carried out, in order to address identified concerns (e.g., desire to set local priorities, need for information about future funding, need for long range capital planning)
- process began with feasibility study regarding what could be changed within INAC Headquarters and Treasury Board guidelines as well as the Minister's trust and statutory obligations; process included extensive consultation with Indian leaders in Alberta prior to development of new approach
- system was fully implemented in 1987-88.

CYCLE

October

- after Region receives capital budget estimate from Headquarters, sends call letter to Band identifying target allocations for following 3 years for infrastructure and housing using funding formulas for housing and infrastructure; Band is invited to prepare plans for this funding (with supporting project proposals) and to request cost-sharing of larger projects (education and infrastructure) in the long term (identified several years ahead for larger projects).

October - January

- Capital Management staff review program guidelines with Band, and assist in preparation of project proposals
- Engineering and Architecture assigns project officer to assist Band in developing projects
- Band prepares capital plan and project proposals.

December 31

Target date for submission of capital plan -- i.e., proposed projects for next fiscal year and proposals for which cost-sharing requested within three years.

January 1 - 31

- INAC Region (staff and Capital Management Committee) reviews Band proposals.

January 31

- Target date for informing Band regarding requests for cost-sharing in next three fiscal years.

February 1 - April 30

- Engineering and Architecture project officers work with Band and INAC program staff to finalize contribution arrangements for approved projects.

CAPITAL ALLOCATION

As described by Alberta Region to Headquarters for purposes of the evaluation.

Housing Allocation

- formula that takes account of: (1) on-reserve population, (2) existing housing units, (3) location, and (4) relative need
- allocation equations are: (1) band need = on-reserve population/5 - existing units; (2) % of funds allocated = band's need/Region's total need
- 5 is the average number of persons per unit
- subsidy is higher in northern Alberta due to higher construction costs.

Community Infrastructure

- minor projects are allocated funds on a formula basis that are based on the following considerations: (1) on-reserve population, (2) need, (3) construction costs differences, and (4) alternative funding sources. These projects are 70% of the community infrastructure budget.
- major capital projects are allocated funds on a project specific basis. This is 30% of the community infrastructure budget.

Education Allocation

- allocated on a project specific basis. The criteria used are: (1) student enrollment, (2) availability of alternative school facilities and school space accommodation standards, (3) health and safety conditions in the school, and (4) the need to accommodate emergencies.

General Allocation Information

- there is a \$75,000 minimum allocation to each eligible band. If projects do not proceed as scheduled, the funds will be distributed to all districts in accordance with the allocation percentage corresponding to the other categories (i.e., education, etc.)
- there is long term stability in the funding base to encourage planning.

IMPLEMENTATION

April 1

- new fiscal year begins
- formal notification to bands who have not submitted proposals for their allocation that they may lose funds
- implementation of approved projects.

August 1

- allocated funds not committed to projects through band proposals, used for projects elsewhere.
-

TABLE 2-51

CAPITAL ALLOCATION PROCESS - SASKATCHEWAN REGION

CAPITAL PLANNING

CYCLE

September

- Director of Operations (INAC Saskatchewan Region) sends call letter to District Managers requesting that they review and update their long term capital plans
- bands make applications for new projects, or change in projects already requested, to INAC District using application form developed for different categories of capital (e.g., education facilities, sewer and water, band offices)
- sectors are: education
sewer and water
band office
community buildings
gasification
fire protection
roads.

November

- technical committee reviews new projects identified by districts and prioritizes within sector based on established criteria; revised list of priority projects developed
- sectoral budgets identified by band support and Capital Management based on capital targets received from Headquarters; targets presented to Capital Management Committee, Regional Executive Committee and FSIN Housing Commission; RDG signs them off.

January

- Regional Capital Management applies the capital sectoral budgets to the sectoral lists of capital projects and revises the long term capital plan.

February

- revised long term capital plan approved by Director of Operations
- upcoming year's capital plan also established by this signing off.

CAPITAL ALLOCATION

As described by Saskatchewan Region to Headquarters for purposes of the evaluation:

Housing Allocation

- formula based on on-reserve population
- allocation equation is that: $\text{The percentage of funds allocated} = \frac{\text{District's population}}{\text{Region's population}}$.

Community Infrastructure

- minor projects are allocated funds on a formula basis that are based on the following considerations: (1) need (weighting system for each sub-category such as fire protection, band offices, etc.); (2) weighting factors can also include availability of other funding source
- major projects are allocated funds on a priority basis (using categories) and population criteria.

Education Allocation

- approved construction projects and carry over projects _____
 - improvement is to be preferred over new construction where health and safety problems exist
 - overcrowded classrooms due to student population growth.
- =====

TABLE 2-52

CAPITAL ALLOCATION PROCESS - MANITOBA REGION

=====

CAPITAL PLANNING

INTRODUCTION

- capital planning and allocation is changing in Manitoba; new regional directive (January 13, 1988) came into effect April 1, 1988
- new system of capital planning and allocation called **Comprehensive Capital Allocation Framework (CCAF)** designed to eventually allocate all capital funds to bands on a formula basis, without regard to sectors (excluded are National NFA commitments and Bill C-31 funds)
- bands will be required to plan for all capital (housing, education, infrastructure, emergencies) from a total target Capital Allocation; Five-Year Plans are required and Multi-Year Plans (i.e., >5 years) are encouraged
- system designed to encourage bands to plan and to provide bands with some long term stability to support the planning (i.e., multi-year targets)
- to phase in the program, began with "shadow budget" (capital surplus in Region) to implement via the new system in 1987. All projects, except those ongoing projects (usually major, multi-year projects), now on system. To date this means about 50-60% of \$57 million Regional capital budget
- capital plans by bands still must adhere to guidelines and so are checked against:
 - Minister's trust and statutory obligations re: education (under Indian Act, treaties and so on)
 - current Treasury Board/Department guidelines and regulations (e.g., housing subsidy level)
 - current Technical Terms and Conditions and Level of Service Standards
 - Financial Administration Act and Regulations
 - certain Regional targets (e.g., x housing units as part of a National Plan).

CYCLE

March

- band advised of Target Allocation for upcoming and next 4 years; Five-Year Capital Plan requested of each band; bands are encouraged to undertake Multi-Year Plans which deal with a period longer than 5 years.

By August 15

- bands provide Regional Office with their capital plan identifying projects within their Target Allocation for inclusion in the September biannual update; each project supported by a Capital Project Request Form.
- Capital Officer reviews plan and Project Request Forms for enough detail; gets input of Education and Technical Services
- Capital Officer presents Band's Capital Plan to the Working Committee for their review and recommendation
- Working Committee presents plans to Capital Review and Co-ordination Committee for their approval.

September 15

- Regional office incorporates the band's Five-Year Plans into the biannual update based on Headquarters Resource Guidelines (targets).

February 1

- Regional office assigns Project Managers to upcoming projects for next fiscal year from the band's Five-Year Capital Plan.

March

- repeat cycle by advising bands/tribal councils of upcoming year's Target Allocation and for next 4 years.

CAPITAL ALLOCATION

The allocation information included in this section was provided by Manitoba Region to Headquarters for the evaluation. Although it gives the impression that allocations are made by sector, in fact, a total capital allocation is made to each band based on (on-reserve band population x average construction cost index/Regional index population) x Regional Capital Allocation = band's allocation.

This is applied to 50-60% of capital this year and will be fully implemented as previously committed multi-year projects are completed.

Housing Allocation

- formula that takes account of bands' priorities that are within targets
- the allocation equations are (1) band's index population = band's on-reserve population x average construction cost index and (2) band's percentage of funds = band's index population/Regional index population. The equations also take account of geographic considerations.

Community Infrastructure Allocation

- formula based on (1) regional priorities, (2) band target and (3) financibility of their projects
- the allocation equations are the same as for Housing allocation and also take account of geographic considerations.

Education Allocation

- formula based on: (1) regional priorities, (2) band targets and (3) financibility of their projects
- the allocation equations are the same as for Housing allocation and also take account of geographic considerations.

General Allocation Information

- there is no minimum or maximum allocation to bands except with regard to the formula
- there is a reallocation of the unused funds on December 1. Capital Management will develop a contingency plan for the distribution of available capital
- there is flexibility for contingencies (emergencies); emergency capital for health and safety considerations is possible within the formula
- there is an attempt to provide stable allocation to bands under this general category, within the multi-year target.

IMPLEMENTATION

March

- band advised of actual target allocation for upcoming fiscal year; Regional office takes 5% off top for emergencies and bands do the same.

April

- current year approved projects brought on-stream.

May/June

- projects activated (Vote 10 or 15).

July

- projects not started are reviewed, investigated and flagged for inactivity.

November

- Public Works Canada Project Manager requests bands to identify surplus/deficit in projects.

December

- bands identify surplus/deficit
- Capital Management develops contingency plan for distribution of available surplus
- surplus funds must be declared by December 30 or will be allowed to lapse
- unused "emergency" allocation may be used.

February

- Regional office assigns project managers to upcoming projects for next fiscal year
 - Project Manager develops Contribution Agreement (if vote 15) and all necessary documentation.
-

tain departmental obligations) since they are in the best position to know their situation (cut backs of staff have limited the field visits of INAC representatives). Second, the approach is designed to provide as much long term stability of future funding as is possible within an annual appropriations process and so an annual and five year target is provided.

Table 2-53 illustrates the resulting allocations to the various sectors in 1987-88. Note that the new Manitoba system did not become operational until April 1, 1988 and the Alberta system was in place for only this fiscal year. Allocations to housing are similar in the three provinces and nationally. Community infrastructure was a higher priority in Alberta than in the other two provinces and is similar to the proportion expended nationally. In Saskatchewan, the highest priority is education and in Manitoba it ranks second to housing.

The extent to which each of these Regional planning and allocation processes has resulted in the satisfaction of band objectives and priorities was addressed by several questions included in the standardized questionnaire used in interviews with the sample bands. Since each province operates with a different capital planning and allocation method, the results of interviews in each province may shed light on the value of each approach. To the extent that differences are apparent in responses to the questions among provinces, this may be due to the capital process in place. Other confounding variables may well be at work, however, particularly in Alberta and Manitoba where the history of the current method of planning and allocation is probably too short to test.

Bands in the sample were asked if they were familiar with INAC's approval process (Question 34) and allocation process (Question 37). Tables 2-54 and 2-55 present the results.

While 60% of the sample indicated that they did understand the approval process, the descriptions offered by respondents would qualify this level of understanding. Only 1 of the 10 bands responding in the affirmative gave a detailed and accurate description of their regional process (Manitoba Region). This may be due in part to the recent changes in the capital planning and allocation process in Alberta and Manitoba. Others could describe various elements of the process (usually the housing portion) but did not respond to the other areas. Of interest is that some bands described what amounts to a "black box". Their description, especially in Saskatchewan, consisted of "we make applications for the projects we want and we wait to hear from INAC as to whether they were approved or not".

More than 80% of bands in the sample felt that they were familiar with the INAC allocation process. Explanations provided by the respondents as to how the allocation system operates usually included a discussion of formulas (especially for housing) and, in some cases, standards such as the School Space Accommodation Standards.

In Alberta, respondents noted per capita and remoteness elements in the formulas but were not aware of the other elements used (e.g., minimum allocation to eligible bands, or need and ability to pay). This is ironic since the Alberta region undertook an extensive consultation program with bands prior to introducing the new system in 1987-88. It should be noted, however, that the sample is small and random, which can exaggerate results expressed in percentage terms. Therefore, one should be careful not to draw definitive conclusions from the Alberta result.

In Saskatchewan, four of the six bands noted that the size of a band affected their capital allocation; they were less sure of education and infrastructure than housing allocation methods. The other two bands cynically responded that political pressure was the basis for allocation despite any formulas or capital plans.

In Manitoba, all six respondents indicated that a formula was used for allocation; five bands noted that population is a variable in the formula and two mentioned remoteness as a second variable.

One could surmise from these results that bands understand the division of Regional capital funds through the allocation process and, in particular, understand the concept of formula allocations, although the specific variables are not always understood. In general, however, bands in the sample were less clear on the overall approval process and the linkage between capital planning and capital allocation. Only one band in the sample appeared to have a clear view of the capital planning and allocation elements of the capital cycle, as outlined in Figure 2-4.

The interview guide also approached the question of objectives achievement by asking sample bands whether there were any projects that they planned last year which were outstanding at the time of the interview (Question 7), and whether there were any projects which were required in their community to meet health (Question 10), safety (Question 11) or other (Question 12) priorities.

Tables 2-56 (Housing), 2-57 (Infrastructure) and 2-58 (Education) illustrate that bands in each province felt that they had outstanding projects which remain

uncompleted. If any pattern can be tentatively drawn from the results, it is that the most satisfaction in each province seems to be apparent in the sector in which each Regional office allocated the majority of its capital budget in 1987-88 (for Alberta Region -- infrastructure; for Saskatchewan Region -- education; and for Manitoba Region -- housing and education.) The validity of the results is questionable, however, because some bands chose to interpret this question to mean projects for which funds were committed under a contribution agreement and others chose to list all outstanding needs for the community.

Tables 2-59 (Health Priority), 2-60 (Safety Priority) and 2-61 (Other Priority) provide an indication of the outcomes of Regional allocation processes in meeting the priority needs of sample bands. While the interview results do not indicate whether health and safety are the top priorities of bands, we safely assume that this is the case. Tables 2-59 and 2-60, in particular, are probably the most important indicators in the interview results of the success of the allocation mechanisms to date. Be reminded, again, that the results in Alberta and Manitoba probably test allocation methods prior to current systems.

Three quarters of the sample indicated that there are outstanding capital projects necessary for the health of their community (Table 2-59).

In Alberta, these needs (for 2 of 4 bands) pertain to housing for the elderly (deemed to be a growing need in the future) and expansion of an existing health building (obviously not part of this capital mandate). Neither of these needs were considered to be urgent.

In Saskatchewan, 5 of 7 bands felt that health priorities are not met. For one band this meant the urgent need for emergency hospital facilities (under Health and Welfare Canada). For two other bands it meant the urgent need for upgraded water supply and sewage treatment facilities which cause immediate health problems (e.g., gastric complaints). Urgent shelter needs were noted by another band, for victims of family violence and for child day care. The fifth band focused on the long term, though not urgent, need for upgrading of the housing stock and providing appropriate housing for children in care (group homes) and adult nursing care.

In Manitoba, sample bands presented a consistent picture of urgent needs in the area of water treatment. In part, water quality concerns were brought to prominence in the summer of 1988 by the widespread drought which affected water supplies and quality in many locations. One band noted the urgent need for upgrading of the sewage collection system, now regarded as unsafe by local medical

staff. Housing shortfalls were also seen by one band to be contributing to health concerns due to overcrowding.

More than 80% of the sample felt that there are outstanding projects necessary for safety in their community (Table 2-60).

In Alberta, one of the two bands citing safety needs noted that the building currently housing a day care is condemned and that houses built with faulty wiring in the early 1970's constitute a fire hazard. Both needs are considered urgent. The second band noted the less urgent need for road and stop signs.

In Saskatchewan, road and fire safety constitute the urgent concerns of the 6 bands. Immediate needs were identified for road and speed zone signs, road access to isolated parts of their reserve (concern for children attending school by boat or canoe) and upgrading of roads used by the school bus. Fire safety concerns include a new fire truck, fire hydrants, accessibility for the fire truck to the pumping station, and a new fire hall. One band also noted the need for an ambulance.

In Manitoba, all six bands presented outstanding safety needs. Four bands felt that their needs were urgent, including a mini-pumper for fire protection, road upgrading (particularly in areas travelled by school buses) and replacement of band police vehicle. Bands noting bridge repair and water truck replacement considered that these needs were not urgent.

In general, bands in Alberta perceive their health and safety needs to be most satisfied while in Manitoba all bands feel that outstanding health and safety concerns remain. In Saskatchewan, the majority of bands see urgent concerns for health and safety. The extent to which past capital planning and allocation methods in these three regions contributed to the current situation, as bands see it, is difficult to say. The results may reflect the prioritization of health and safety concerns via the allocation method. It may also reflect an absolute shortfall in capital funds to each region. Obviously, need also varies from region to region.

Beyond health and safety, bands were asked what other outstanding needs remain. Table 2-61 illustrates that about 40% of the sample have other needs.

In Alberta, one band identified the non-urgent need for the improvement of a sewage system to a group of houses in the community. In Saskatchewan, three of four bands responding in the affirmative noted immediate needs for upgrading or development of recreation facilities. The urgency of this need is related to

high levels of substance abuse, vandalism and delinquency, especially among young people who require direction through activities. The fourth band noted the need for a saw mill to improve the local economy. In Manitoba, the two bands responding in the affirmative cited the need for a new health facility in the future, the urgent need for expansion of the overcrowded school and the urgent requirement for recreation facilities as a means to combat social problems.

2.2.3 Band Allocation of Capital Funds

The final necessary step in the planning cycle is the allocation of capital funds by bands to priority projects within communities. To be effective in achieving the objectives of the program, it is important for bands to allocate funds according to priority criteria.

Sample bands were asked how they allocated funds to projects, once funding has been received (Question 38). Table 2-63 provides information on how funds are allocated at the band level by the sample bands. Following are the key responses by province:

- in Alberta,
 - funds are allocated according to terms and conditions specified in agreements with INAC (2)
 - once received, the funds are categorized (e.g., housing, water and sewer) and then allocated on a priority basis within categories; for example, a housing committee allocates units to individuals (1)
- in Saskatchewan,
 - we follow our priorities and the terms and conditions of agreements with INAC (6)
 - for housing, as soon as money is received, bills and overdrafts are paid off (re building suppliers); new homes and renovations are prioritized by Chief and Council; other projects are prioritized by Chief and Council (1)
 - housing units are allocated by review of housing applications (2)
 - educational facilities are totally handled by INAC staff (1)
- in Manitoba,
 - we follow our established priorities (4)
 - funds are allocated based on the projects that have been approved by INAC (2).

2.3 OPTIONS FOR IMPROVEMENT

The evaluation asks two questions pertaining to the future of the program. They are:

Are improvements necessary to meet the objectives and priorities, and if so, what are these improvements?

What would be the impacts of these changes on the funds allocated to the regions and to the bands?

The interview program provided sample bands' perspectives on the strengths and weaknesses of capital planning and allocation methods in Alberta, Saskatchewan and Manitoba. In addition, some bands did provide suggestions for improvement of various aspects of the program, even though this question was not asked specifically of them. These are presented in this section. However, the assignment has focused only on one piece of the research necessary to provide a balanced perspective on options for improvement and the impact of these options. The other pieces of research (Regional Headquarters interviews and data analysis) are being undertaken by the Evaluation Directorate. What is provided instead, is our **opinion** as to the major options for the program in the future and the questions which need to be asked in the Evaluation Directorate's larger study (or a future study) to evaluate them.

2.3.1 Summary Regarding Future Options

Sample bands were asked to evaluate the strengths and weaknesses of the program (Question 40). In addition, some bands offered suggestions for improvements as part of their "other comments" (Question 41). Tables 2-64, 2-65 and 2-66 in Appendix G describe the key points raised in each Region.

In general, the potential improvements suggested by the bands fall into the following categories; they should be considered by INAC in its larger evaluation for the future of the Program:

- funding should meet the needs of bands -- it was evident that an absolute shortfall in funds was experienced in every Region to meet priorities of the bands (health and safety in particular)

- a minority of bands wished to see an expansion of the types of capital funded on a priority basis to include recreation facilities and facilities to support economic development plans (e.g., sawmills); the feasibility of this expansion is questionable when basic needs cannot be filled
- funding formulas should be tuned to account for a variety of shortcomings (unrealistic cost factors attached to geographic coding, out of date population figures, lack of consideration of inflation in multi-year projects and so on)
- allocation should consider how to address the needs of small bands if a per capita-driven formula is used
- allocation should be fair and without political influence
- development of applications in the capital planning process should be less complex
- bands felt that allocations to bands with good management should not be penalized by indebted bands (e.g., deficits paid from Regional budgets)
- bands, particularly in Saskatchewan, need to understand the approval process and criteria for selection
- the payment process should be fine tuned to allow continuous work by contractors (e.g., appropriate progress payments or lump sum funding)
- operations and maintenance unit cost should be realistic (e.g., historic costs should be considered)
- funding for technical expertise, particularly in Manitoba, should be increased.

Universal among the sample bands was a concern for the inadequate level of funding by any allocation method. In our opinion, future options for the Capital Program face a bleak fact. That is, that there has not been, and will likely never be, enough funding apportioned to the program by Treasury Board to meet the priority needs (health, safety and education) of all bands in the prairie provinces. While all parties appear to generally agree that health, safety and

education should be the top priorities of the program (with a minority of bands indicating that priorities should be expanded to include recreation and facilities to support economic development), the most difficult task remains of how to address the need when one knows that it cannot be completely filled. The problem faces INAC Headquarters in allocating funds to Regional budgets and it faces Regions in allocating budgets to bands' Capital Plans. There appears to be little problem in demonstrating need through capital planning -- fulfilling the need is the more important problem.

The capital planning process encourages bands to identify, substantiate and prioritize the needs of their communities. However, with limited available budgets, Regions are not in a position to address these needs fully. This has caused problems which include, among others:

- outstanding health and safety needs
- political pressure by bands to obtain needed funds
- cynicism on the part of bands as to the value of capital planning since needs are not met.

The three INAC Regions in the prairie provinces have each taken a different approach to the problem of allocating scarce resources to growing needs. The Saskatchewan Region, with a network of field staff, concentrates on identifying and prioritizing need within sectors (housing, infrastructure, education, etc.) across the province in an effort to meet the most pressing needs first. In Manitoba, a new approach initiated this fiscal year focuses on sharing the scarce resources among the bands in Manitoba on a formula basis. With a limited field presence, it encourages bands to set their priorities within their "share" of the resources; INAC staff check the results against statutory and other obligations. Alberta's approach falls somewhere in between. While the Region does allocate within sectors, it uses a formula to allocate housing and a portion of infrastructure funds to eligible bands. Major projects are treated on a need basis. The formulas used include means tests and an assessment of "need". The first full year for the new Alberta approach was 1987-88.

APPENDIX A
TERMS OF REFERENCE

TERMS OF REFERENCE

Statement of Work
Evaluation of Capital Program: Allocation Mechanism
(Manitoba, Saskatchewan, Alberta)

S.W.1 Background

Senior Management requires that an evaluation of the Capital Program: Allocation Mechanism be undertaken. Through this program, DIAND plays a lead role for federal activity in the provision of community facilities on-reserve. To allocate the funds to Bands, DIAND uses a three-phase approach. First, there is a planning process where Bands are asked to identify and prioritize their needs to the regional offices. There is a review process of the band capital plan that takes place between the regions and the Bands. Second, a national capital plan is built based on regional plans and projections. Third, the funds are allocated to the regions following an allocation formula and from the regions to the Bands using various allocation formulae across the regions. The capital expenditures for that program in 1987-88 were \$292 million plus \$121 million for O&M.

The objective of the evaluation is to assess the suitability of the allocation mechanism now in use. To do so, three issues will be looked at:

- 1) The allocation procedures now in use;
- 2) The extent to which these procedures meet the objectives for which they are designed; and,
- 3) The identification of options for improvements.

S.W. 2 Objectives

The objectives of this contract shall be to provide a complete description of the planning process in use by the Bands to plan and prioritize their needs for capital facilities and, to advise DIAND's Evaluation Steering Committee on the compatibility of the planning process with the allocation mechanism now in use at DIAND.

The names of the Bands to be met with are provided in Appendix 1.

S.W.3 Scope of the work

The contractor shall be required to undertake the following tasks:

- 3.1 Attend an orientation meeting with the authorization officer (may be done by telephone).
- 3.2 Develop an interview guide and a letter of introduction to be used in meetings with Band's representatives to discuss: their planning process for capital facilities, their objectives and priorities pursued in that process and, their perception on their level of involvement in the capital planning process with the Department of Indian Affairs.

The interview guide and the letter of introduction will be submitted to the Evaluation Steering Committee for discussion and approval.

- 3.3 Review background documents to be provided/identified by the authorization officer.
- 3.4 Attend a meeting in Ottawa with the Evaluation Steering Committee to finalize the interview guide.
- 3.5 Conduct meetings with Bands as listed in Appendix 1. Before contacting the Bands, the consultant will have talked to the regional representative of the Capital Program at DIAND as listed in Appendix 2
- 3.6 Compare the priorities and objectives pursued by the Bands with those of the regions and headquarters.
- 3.7 Fully discuss the extent to which the objectives and priorities of the Bands can be met with the relevant regional allocation mechanism now in use.
- 3.8 Attend a meeting in Ottawa with the Evaluation Steering Committee to discuss and present the results of the meetings with the Bands as well as a draft report including tasks defined under S.W.3.5, S.W.3.6 and S.W.3.7.
- 3.9 Revise the draft report integrating the comments of the Steering Committee and submit a final report.
- 3.10 Review and provide advice on two reports that will be prepared by the Evaluation Steering Committee discussing:
 - 3.10.1 The comparison of priorities and objectives pursued by the Bands and those of the regions and headquarters; and
 - 3.10.2 The extent to which the objectives and priorities of the three levels (Bands, Regions and Headquarters) of administration involved can be met with the allocation mechanisms now in use.

The advice will be provided in order to insure that the information obtained from the Bands is correctly reflected in the reports.

S.W.4 Output

It is expected that the contractor will complete a draft and a final report. The final report will fully present a synthesis of the results of the meetings following the structure of the questionnaire and will cover the issues to be addressed in the evaluation. The report will discuss extensively the compatibility of the priorities and objectives pursued by the bands with those of the regions and headquarters and, the extent to which the objectives and priorities can be met with the allocation mechanism now in use and if not how the allocation mechanism can be modified to do so.

All the reports (draft and final) will include a two-page executive summary. For the final report, the two-page executive summary will be in French and English.

S.W.5

The work to be undertaken is to be finished by October 7, 1988. A detailed schedule will be discussed at the orientation meeting that will take place within one week after the signature of the contract.

APPENDIX B
LIST OF INTERVIEWEES

APPENDIX B-1

LIST OF INTERVIEWEES

Alberta

<u>Band</u>	<u>Interviewees</u>	<u>Position</u>
Alexis	Dan Alexis Ben Alexis Thomas Potts Phillipe Cardinal	Councillor Councillor Councillor Band Administrator
Blood	Peter Weasel Head Horace Gladstone Gilbert Eagle Bear Bernard Tall Man Ivan Singer Wallace Many Fingers	Assistant Director of Public Works Director of Public Works Councillor Councillor Recreation Department Director Executive Director
Kehewin	Gordon Gadwa Valerie Gadwa	Chief Financial Comptroller
Sturgeon Lake	Adolphe Cappel Felix Stoney Pierre Chowace Arnold McLean Richard Cappel Lydia Kowalchuk	Councillor Councillor Councillor Councillor Band Administrator Assistant Administrator
Saskatchewan		
Canoe Lake	Kenneth Iron Rose Morin	Chief Secretary
John Smith	Everett Bear Herman Crain Beryl Bear	Chief Councillor Councillor
Lac LaRonge	Robert Halkett Jacob Rapt Dave McIlmoyl Ernie Lawton	Councillor, Education Co-ordinator Housing Co-ordinator Executive Director Consultant
Pasqua	Elaine Chicoose	Band Administrator
Red Pheasant	Larry Wuttunee Dale Wuttunee	Chief Band Administrator

<u>Band</u>	<u>Interviewees</u>	<u>Position</u>
Sakimay	Pauline Delorme Donald Pinay Adam David Acoose	Accountant Education Councillor Operations Officer General Manager - Sakimay Land Authority
Wichekan	Clarence Fineday Leonard Tipewan Arnold Ahenakew	Councillor Band Administrator Manager of Band Support, Capital Management, Shellbrook District
Manitoba		
Birdtail Sioux	Nelson (Kelly) Bunn Ken Elk Ernie Bunn	Chief Councillor Councillor
Little Saskatchewan	Dennis Shorting	Chief
Swan Lake	Andrew Beaulieu Brian McKinney	Band Manager Councillor
Sioux Valley	Robert Bone Dwayne Whitecloud Phyllis Pratt	Chief Councillor Bookkeeper
Lake St. Martin	David Traverse William Sinclair	Chief Economic Development Officer
Nelson House	Ib Peterson	Financial Consultant

APPENDIX B-2: PERSONS INTERVIEWED

ALBERTA

	PERSON 1	PERSON 2	PERSON 3
Position	<ul style="list-style-type: none"> - Councillor - Director of Public Works - Chief - Councillor 	<ul style="list-style-type: none"> - Councillor - Assistant Dir. of Public Works - Financial Comptroller - Councillor 	<ul style="list-style-type: none"> - Band Administrator - Councillor - Band Administrator
Years in Position	<ul style="list-style-type: none"> - 8 years - 11 years - 12 years - 18 years 	<ul style="list-style-type: none"> - 14 years - 4 years - 1 year - 7 years 	<ul style="list-style-type: none"> - 20 years - 6 years - 1 year
Years in Community	<ul style="list-style-type: none"> - entire life - entire life - 44 years - entire life 	<ul style="list-style-type: none"> - entire life - entire life - 9 years - 41 years 	<ul style="list-style-type: none"> - entire life - entire life - 33 years
Years in Capital Allocation ¹	<ul style="list-style-type: none"> - 8 years - 11 years - 18 years - 18 years 	<ul style="list-style-type: none"> - 10 years - 5 years - 3 years - 7 years 	<ul style="list-style-type: none"> - 10 years - 6 years - 3 years

Comments/Remarks

- re Alberta Bands interviewed, n=4
- number of persons interviewed:

2 persons	- 1 band	2 x 1 = 2
4 persons	- 1 band	4 x 1 = 4
6 persons	- 2 bands	6 x 2 = 12
		total 18
- only 3 most experienced re Capital Allocation Program included above.

¹Average Years in Capital Allocation for Alberta Respondents = 9.0 years

APPENDIX B2: PERSONS INTERVIEWED

SASKATCHEWAN

	PERSON 1	PERSON 2	PERSON 3
Position	<ul style="list-style-type: none"> - Chief - Chief - Consultant - Band Administrator - Chief - Accountant (band) - Councillor 	<ul style="list-style-type: none"> - Secretary - Band Councillor - Councillor: Education Co-ord. - Band Administrator - Operations Officer - Band Administrator 	<ul style="list-style-type: none"> - Band Councillor/ Clerk Reception. - Executive Director - Councillor: Education - Manager of Band Support Capital Management
Years in Position	<ul style="list-style-type: none"> - 4.0 years - 3.5 years - 10.0 years - 2.5 years - 6.0 years - 6.0 years - 2.0 years 	<ul style="list-style-type: none"> - 10.0 years - 3.5 years - 12.0 years - 1.5 years - 5.0 years - 2.0 years 	<ul style="list-style-type: none"> - 1.5 years - 8.5 years - .25 years - 5.0 years
Years in Community	<ul style="list-style-type: none"> - entire life - entire life - non-resident(n/a) - entire life - 10 years - 10 years - 24 years 	<ul style="list-style-type: none"> - entire life - entire life - 28 years - 31 years - 9 years - entire life 	<ul style="list-style-type: none"> - entire life - 12.5 years - 2.0 years - non-resident(n/a)
Years in Capital Allocation ¹	<ul style="list-style-type: none"> - 4.0 years - 5.5 years - 20.0 years - 2.5 years - 10.0 years - 0 years 	<ul style="list-style-type: none"> - 0 years - 3.5 years - 12.0 years - 2.0 years - 9.0 years - 2.9 years 	<ul style="list-style-type: none"> - 1.5 years - 8.5 years - 0 years - 5.0 years

Comments/Remarks

- re Saskatchewan bands interviewed, n=7

- number of persons interviewed:	1 person only	- 1 band	1 x 1 = 1
	2 persons	- 2 bands	2 x 2 = 4
	3 persons	- 2 bands	3 x 2 = 6
	4 persons	- 2 bands	4 x 2 = 8
			total 19

- only 3 most experienced re Capital Allocation Program included above

¹ Average Years in Capital Allocation for Saskatchewan Respondents = 5.3 years

APPENDIX B2: PERSONS INTERVIEWED

MANITOBA

	PERSON 1	PERSON 2	PERSON 3
Position	<ul style="list-style-type: none"> - Chief - Chief - Chief - Financial Consultant/Auditor - Councillor - Tribal & Band Administrator 	<ul style="list-style-type: none"> - Councillor - Economic Development Officer - Bookkeeper - Councillor 	<ul style="list-style-type: none"> - Councillor - Chief
Years in Position	<ul style="list-style-type: none"> - 3.5 years - 9.0 years - 2.0 years - 6.0 years - 2.0 years - 1.0 year 	<ul style="list-style-type: none"> - 1.5 years - 4.0 years - unknown - 2.0 years 	<ul style="list-style-type: none"> - 1.0 year - 2.0 years (2 as Chief, 7 as Councillor)
Years in Community	<ul style="list-style-type: none"> - unknown - entire life - entire life - non-resident(n/a) - entire life - 1.5 years 	<ul style="list-style-type: none"> - 20.0 years - 43.0 years - unknown - entire life 	<ul style="list-style-type: none"> - 9.0 years - 10.0 years
Years in Capital Allocation ¹	<ul style="list-style-type: none"> - unknown - 9.0 years - 2.0 years - 6.0 years - 2.0 years - 12.0 years 	<ul style="list-style-type: none"> - less than 1 year - 4.0 years - unknown - 2.0 years 	<ul style="list-style-type: none"> - less than 1 year - 9.0 years

Comments/Remarks

- re Manitoba Bands interviewed, n=6
- number of persons interviewed.

1 person only - 2 bands 1 x 2 = 2
 2 persons - 2 bands 2 x 2 = 4
 3 persons - 2 bands 3 x 2 = 6

Total 12

¹ Average Years in Capital Allocation for Manitoba Respondents = 4.8 years.

APPENDIX C

STANDARDIZED QUESTIONNAIRE FOR SAMPLE BANDS

APPENDIX C

STANDARDIZED QUESTIONNAIRE FOR SAMPLE BANDS

PART 1 IDENTIFICATION

1. Province
2. Band
3. Location
4. Person interviews

Person 1	2	3
----------	---	---

 - Name
 - Position (chief, councillor, etc.)
 - Length of time in position
 - Length of time in community
 - Length of time involved with Capital allocation decision making.
5. Contact person at INAC.

PART 2 RECENT EXPERIENCE WITH PROJECTS

6. What are the major projects that your Band undertook in the last 5 years?

- | | <u>Year</u> | <u>Level of
Expenditure</u> | <u>Renovation</u> | <u>Replacement</u> |
|--|-------------|---------------------------------|-------------------|--------------------|
|--|-------------|---------------------------------|-------------------|--------------------|
- Housing
 - Community infrastructure
 - water, sewage disposal
 - electrification
 - roads, bridges
 - fire hall and truck
 - Education Facilities
 - schools
 - residences
 - teacherages
 - Other

REMAINING PROJECTS

7. Are there are any projects that were planned last year that you have not been able to do:
 - under housing: No
Yes....list
 - under community infrastructure: No
Yes....list
 - under education facilities: No
Yes....list

8. What projects are under way now:

- under housing: No
Yes....list
- under community infrastructure: No
Yes....list
- under education facilities: No
Yes....list

9. What do you plan for next year:

- under housing: No
Yes....list
- under community infrastructure: No
Yes....list
- under education facilities: No
Yes....list

10. Are there any projects that are necessary for the purpose of health? No...
Yes..

- If yes, what are they?
- What is the urgency of it?
- When are you planning to undertake it?

11. Are there any projects that are necessary for the purpose of safety? No...
Yes..

- If yes, what are they?
- What is the urgency of it?
- When are you planning to undertake it?

12. Are there any other projects that are necessary under another priorities?
No....
Yes...

- If yes, what are they?
- What is the urgency of it?
- When are you planning to undertake it?

PART 4 LEAVING THE SPECIFIC PROJECT SIDE, WE WILL NOW TURN TO THE PLANNING PHASE OF THE PROCESS

13. Do you have a Community Plan? No....Yes....

- if no: Why not?
- if yes:
 - who prepares it?
 - do you receive any other assistance?
 - from who?
 - what kind?
 - what does the community plan include?
 - does it identify management training needs?
 - does an INAC representative review your plan?
 - does he provide guidance and assistance?.... Describe

14. Do you have a Capital Program Plan? No....Yes....
- if no: why not?
- if yes: go to the next question
15. Who prepares your Capital Program Plan?
- do you receive any other assistance to prepare it?
no.... yes....
- if yes: - from who?
- what kind?
- what does your Capital Program Plan include?
probe: - objectives?
- priorities?
- activities and task for the implementation?
- technical and financial feasibility?
- budget?
- project monitoring?
- cost control?
- individual specific accountability?
(do not read; just check items mentioned)
16. Could you elaborate on the process for developing your Capital Program Plan?
probe: - input of Band members?
- regional office input?
- other advisory consultant services?
17. Does an INAC representative review your plan? No.... Yes....
If yes, does he provide assistance and guidance? Describe

PART 5 LET'S NOW FOCUS ON EACH OF THE THREE PLANNING AREAS: HOUSING, COMMUNITY INFRASTRUCTURE AND EDUCATION FACILITIES

18. Are all three areas covered in your plan? No....Yes....
If no, why not?
19. What aspects of housing are addressed in your plan?
probe: - priorities
- objectives
- promotion of the awareness of the housing program
- management scheme is:
1) allocation of units to individuals
2) rent collection
3) fee collection
- improvement in the Band's competence in building and management of housing projects
- prolongation of existing houses' life
- identification of Band housing needs
- solving of housing shortages
- provision of adequate housing
- maintenance/repair requirements
- other matters

20. How do you identify your housing needs?
21. How do you identify your housing O&M needs?
22. What aspects of community infrastructure are addressed in your plan?
probe:
 - priorities
 - objectives
 - identification of Band needs for adequate water, hydro, fire protection, garbage removal, and roads
 - provision for technical training in community infrastructure construction and maintenance
 - assessment of maintenance requirements
 - provision for recreational and community facilities
 - other matters
23. How do you identify your community infrastructure needs?
How do you identify your community infrastructure O&M needs?
24. What aspects of education assets and facilities are covered in your plan?
probe:
 - priorities
 - objectives
 - identification of Band requirements for adequate educational assets and facilities
 - provision for training and assistance in the construction and maintenance of education assets
 - assessment of maintenance requirement
 - other matters
25. How do you identify your education assets and facilities needs?
26. How do you identify your education assets and facilities O&M needs?
Let's now go back to the overall Capital Program Plan
27. How do you decide on what project will be funded first?
- is the Band given a capital target for planning purposes? No...Yes...
- if yes, (1 year?/1-3 years?/1-5 years?)
28. At the Band level, who is/are responsible for the development of the Capital Program Plan?
- what is his title?
- what is his background? (probe: educational background and experience)
- does he have any other responsibilities?

PART 6 EXECUTION

29. Is it the same person who is responsible for the execution of the plan?
No....Yes....
- if no:
 - who is it?
 - what is his title?
 - what is his background?
 - does he have any other responsibilities?

30. During the execution phase of the plan, do you monitor? No....Yes....
- how is it done?
- how often?
31. Do you receive any assistance for the execution of your Capital Program Plan? No....Yes...
- if yes: from who?
- what kind?

PART 7 BAND'S UNDERSTANDING OF THE PLANNING PROCESS

32. What do you think is the role of the Band's Capital Program Plan in the preparation of INAC's Capital Program Plan?
- how is this accomplished?
probe: - meetings with INAC representative
- frequency
33. Are you familiar with INAC's Capital Program Plan objectives? No....Yes...
- if yes: - what are they?
- do you base your Capital Program Plan on these objectives?

[Note: "The objective of the Capital Program Plan is to provide and maintain physical facilities on-reserve to improve the standard of living so that basic levels of health and safety are provided to on-reserve residents."]

34. Are you familiar with the approval process by INAC for your Capital request? No....Yes....
- if yes: - describe your understanding of the approval process:
- for housing
- for infrastructure
- for schools
35. Do you consider that the type of project funded by INAC matches your priorities? No....Yes....
- could you elaborate on that?
36. Do you believe that INAC's representatives are aware of the Band's objectives and priorities? No....Yes....
- do you think that they take them into consideration when dealing with the Band? no....yes....
- examples
37. Do you know how INAC's funds are allocated to your Band? No....Yes....
- for housing?
- for infrastructure?
- for education facilities? If yes, could you explain.
38. Once the Band has received its funding, how are the funds allocated?
probe: do you follow your established priorities?

PART 8 MONITORING

39. Do you analyze the results achieved with your Capital Plan? No....Yes....
- if yes: - how often?
 - how is it done?
 - is it documented?
 - what is it used for?

PART 9 OTHER COMMENTS

40. In your opinion, what are the strengths of the actual capital planning process?
- what are the weaknesses?
41. Is there anything we have not asked about that you would like to add?
No....Yes....

Thank you for your contribution to the evaluation. We appreciate your assistance.

DOCUMENTS TO BE OBTAINED

- Community Plan

- Capital Plan

APPENDIX D

CAPITAL EXPENDITURES IN THE LAST FIVE YEARS
REPORTED BY SAMPLE BANDS IN ALBERTA, SASKATCHEWAN AND MANITOBA

APPENDIX D. CAPITAL EXPENDITURES IN THE LAST FIVE YEARS REPORTED BY SAMPLE BANDS IN ALBERTA, SASKATCHEWAN AND MANITOBA

TABLE D-1 Housing Expenditures in the Last Five Years Reported by Sample Bands

ALBERTA n=4				SASKATCHEWAN n=7				MANITOBA n=6			
Years	Expenditure	Comments		Years	Expenditure	Comments		Years	Expenditure	Comments	
		New Homes	Renovations			New Homes	Renovations			New Homes	Renovations
1987	270,000	new Seniors' home		1983-88	560,000	20		1983-88	620,000 ³	20	20
1983-88	190,000	35 units ¹			180,000		30				
1986-88	2,104,200	84 ⁵		1983-88	720,000	20		1983-88	1,200,000	40	
1983-86	1,878,750	75 ⁵			150,000		60		150,000		30
1983-88	540,000*	27		1983-88	5,457,000)	150		1983-88	635,000	15	30
1986-87	540,000*	57 units			750,000) ²		125				
1985	750,000	new Seniors' home		1983-88	644,000	23		1983-88	2,090,000	50 new and renovated	
1983-88	250,000	50 ^{3,4}			144,000		24				
				1983-88	1,018,920	28		1983-88	1,725,000	40 new and renovated	
					300,000		50				
				1983-88	1,200,000	25		1983-88	574,300	20	
					150,000		30		120,000		20
				1983-88	320,000	10					
					30,000		5				

Source: Question 6, InterGroup interviews with sample bands, September-November 1988.

* = estimated

¹ does not include 15 new CMHC homes (built in 1985-88) \$1,050,000 or extension to new medical building (1987-88) \$550,000.

² does not include \$50,000 RRAP repairs in 1983-88.

³ does not include additional funding from CMHC.

⁴ all renovations funded through CMHC.

⁵ renovations included in expenditures.

TABLE D-2 Community Infrastructure Expenditures in the Last Five Years Reported by sample Bands

- water, sewage disposal

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expend.	Comments	Years	Expend.	Comments
1984-86	905,000	hookup 27 homes to water system	1983-88	6,500	new garbage pit	1987	343,000	water treatment plant
1987	30,000	new landfill site		53,000	add. to pump house	1983	36,000	new garbage dump
1985	65,000	new water treatment plant		18,000	ext. to sewer lines	1983-88	unknown	treatment plant and new pump house for school
1983-88	585,000	water and sewer services at new site	1987	350,000	new water treatment plant		unknown	lagoon
			1988	720,800	completion water treatment		220,000	4 water trucks
			1983-88	380,000	water-sewage treatment plant		unknown	water truck garage
			1983-88	205,000	new water treatment plant		35,000	garbage truck
							100,000	new landfill site

electrification

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expend.	Comments	Years	Expend.	Comments
			1983-88	68,000	unknown	1987	266,000	new lines ¹
			1983-88	212,500	wired 25 homes			

- roads, bridges

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expend.	Comments	Years	Expend.	Comments
1987	100,000	road upgrading, gravelling	1983-88	14,000	grading and gravel	1988	150,000	new road
1988	100,000	road upgrading	1983-88	125,000	new gravel road (5 miles)	1983-88	unknown	3-4 km road
1988	116,000	heavy equipment/training program	1983-88	5,000	new bridge			
1984	204,500	road upgrading		10,000	road			
1987	400,000	landscaping		40,000	rebuild road			
				10,000	road extension			
			1988	200,000	road upgrading			

- fire hall and truck

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expend.	Comments	Years	Expend.	Comments
			1983-88	200,000	new fire hall & band office new med. centre & services	1985	unknown	new truck
						1986	35,000	new fire hall
			1983-88	100,000	new fire hall ²	1988	159,000	fire hall and truck, new complex
				50,000	fire truck			
			1983-88	80,000	new fire hall	1983-88	225,000	fire hall
			1987	111,800	fire truck		55,000	fire truck ⁶
			1988	70,000	new fire truck ⁴			
			1988	180,000	new fire hall, band office	1985	44,000	fire hall ³
			1983-88	80,000	new fire hall ⁵			
				30,000	new fire truck			

Source: Question 6, InterGroup interviews with sample bands, September-November 1988.

¹does not include additional \$1.2 M from INAC for three phase power project

²does not include natural gas services, i.e., does not include one Saskatchewan band which received \$40,000 during 1983-88 to service 20 homes with natural gas

³does not include \$75,000 capital funding for band office and health services building (1988)

⁴does not include \$250,000 Communiplex, including fire hall, band office and medical services building (1985)

⁵does not include additional \$40,000 for temporary band office

⁶does not include other INAC or other non-INAC infrastructure funding:

Other INAC -

\$100,000 purchase and renovation of old school gym

250,000 police building

100,000 multi-purpose building

400,000 road expansion

Other non-INAC - Northern Flood Agreement (NFA)

water and sewer project

50,000 (NFA) septic field truck

(NFA) additional two water trucks

\$1.6 million Medicine Lodge - Alcohol and Drug Treatment Centre (Medical Services)

renovation of school into 22 1-bedroom suites

225,000 multi-purpose building, borrowed from Development Corporation

TABLE D-3 Education Facilities Expenditures in the Last Five Years Reported by Sample Bands

- schools

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expenditure	Comments	Years	Expenditure	Comments
1983	151,289	renovations to school	1983-88	180,000	new school	1983-88	1,200,000 ¹	K-12 school (vote 10)
1983	849,000	classroom additions and gym (retrofitting)		1,200,000	new school			
1985	50,000	design of school and retrofit		200,000	classroom additions	1983	unknown	new school; not known whether CAP funding
1985	unknown	renovation of gym floor		35,000	industrial arts addition			
1987	60,000	repair to beam		500,000	renovations			
				500,000	new school			
				700,000	new school			
			1983-88	unknown	renovation to school; funded directly by INAC			

- residences

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expenditure	Comments	Years	Expenditure	Comments
						1983-88	unknown	6 plexes ²

- teacherages

ALBERTA n=4			SASKATCHEWAN n=7			MANITOBA n=6		
Years	Expend.	Comments	Years	Expenditure	Comments	Years	Expenditure	Comments
			1983-88	180,000	3 new	1988	90,000	new teacherage
				180,000	1 new complex			
				150,000	triplex		unknown	4 teacherages
				28,000	2 trailer units			
				100,000	2 duplex units			

Source: Question 6, InterGroup interviews with sample bands, September-November 1988.

¹estimated²included in footnote 1 above

APPENDIX E

TABLES 2-1 to 2-41, 2-62

(Section 2.1)

TABLE 2-1
EXPENDITURES ON CAPITAL PROJECTS FOR ALL SAMPLE BANDS, 1983-88

	<u>\$ Total</u>	<u>% of Province</u>	<u>% of Planning Area</u>	<u>% of Sub-Group</u>
HOUSING				
Alberta	6,522,950	64.3	25.8	N/A
Saskatchewan	11,623,920	62.5	46.0	N/A
Manitoba	<u>7,114,300</u>	<u>70.6</u>	<u>28.2</u>	<u>N/A</u>
	25,261,170	65.1	100.0	
COMMUNITY INFRASTRUCTURE				
Water, Sewage Disposal				
Alberta	1,585,000	15.6	21.2	39.1
Saskatchewan	1,733,300	9.3	23.1	42.8
Manitoba	<u>734,000</u>	<u>7.3</u>	<u>9.8</u>	<u>18.1</u>
	4,052,300	10.4	54.1	100.0
Electrification				
Alberta	0	.0	.0	.0
Saskatchewan	280,500	1.5	3.7	51.3
Manitoba	<u>266,000</u>	<u>2.6</u>	<u>3.5</u>	<u>48.7</u>
	546,500	1.4	7.3	100.0
Roads, Bridges				
Alberta	920,500	9.1	12.3	62.4
Saskatchewan	404,000	2.2	5.4	27.4
Manitoba	<u>150,000</u>	<u>1.5</u>	<u>2.0</u>	<u>10.2</u>
	1,474,500	3.8	19.7	100.0
Fire Hall, Truck				
Alberta	0	.0	.0	.0
Saskatchewan	901,800	4.8	12.0	63.5
Manitoba	<u>518,000</u>	<u>5.1</u>	<u>6.9</u>	<u>36.5</u>
	1,419,800	3.7	18.9	100.0
Total Community Infrastructure				
Alberta	2,505,500	24.7	N/A	33.4
Saskatchewan	3,319,600	17.9	N/A	44.3
Manitoba	<u>1,668,000</u>	<u>16.6</u>	<u>N/A</u>	<u>22.3</u>
	7,493,100	19.3		100.0
EDUCATIONAL FACILITIES				
Schools				
Alberta	1,110,289	11.0	18.3	20.8
Saskatchewan	3,015,000	16.2	49.8	56.6
Manitoba	<u>1,200,000</u>	<u>11.9</u>	<u>19.8</u>	<u>22.5</u>
	5,325,289	13.7	88.0	100.0
Teacherages				
Alberta	0	.0	.0	.0
Saskatchewan	638,000	3.4	10.5	87.6
Manitoba	<u>90,000</u>	<u>.9</u>	<u>1.5</u>	<u>12.4</u>
	728,000	1.9	12.0	100.0
Total Educational Facilities				
Alberta	1,110,289	11.0	N/A	18.3
Saskatchewan	3,653,000	19.6	N/A	60.3
Manitoba	<u>1,290,000</u>	<u>12.8</u>	<u>N/A</u>	<u>21.3</u>
	6,053,289	15.6		100.0
GRAND TOTALS				
Alberta	10,138,739	N/A	N/A	26.1
Saskatchewan	18,596,520	N/A	N/A	47.9
Manitoba	<u>10,072,300</u>	<u>N/A</u>	<u>N/A</u>	<u>26.0</u>
	38,807,559			100.0

Source: Question 6, InterGroup interviews with sample bands, September to November, 1988
N/A = not applicable

TABLE 2-2: BANDS WITH HOUSING PROJECTS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75.0	6	85.7	6	100.0	15	88.2
No	1	25.0	1	14.3	-	-	2	11.8
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 8, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-3: BANDS WITH COMMUNITY INFRASTRUCTURE PROJECTS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75.0	4	57.1	4	66.7	11	64.7
No	1	25.0	3	42.9	2	33.3	6	35.3
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 8, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-4: BANDS WITH EDUCATION FACILITIES PROJECTS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	1	25.0	3	42.9	2	33.3	6	35.3
No	3	75.0	4	57.1	4	66.7	11	64.7
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 8, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-5: BANDS PLANNING HOUSING PROJECTS NEXT YEAR

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	6	85.7	6	100.0	16	94.1
No	-	-	1	14.3	-	-	1	5.9
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 9, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-6: BANDS PLANNING COMMUNITY INFRASTRUCTURE PROJECTS NEXT YEAR

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	7	100.0	5	83.3	16	94.1
No	-	-	-	-	1	16.7	1	5.9
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 9, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-7: BANDS PLANNING EDUCATION FACILITIES PROJECTS NEXT YEAR

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	3	42.9	4	66.7	11	64.7
No	-	-	4	57.1	2	33.3	6	35.3
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 9, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-8: PREPARATION OF COMMUNITY PLAN BY SAMPLE BANDS BY PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	2	50.0	5	71.4	4	66.7	11	64.7
No	2	50.0	2	28.6	2	33.3	6	35.3
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 13).

TABLE 2-9: PREPARATION OF COMMUNITY PLAN BY SAMPLE BANDS BY SIZE OF ON-RESERVE POPULATION (Alberta, Saskatchewan and Manitoba)

Population on Reserve	COMMUNITY PLAN		NO COMMUNITY PLAN		TOTAL	
	# Bands	%	# Bands	%	# Bands	%
<499	6	54.5	3	50.0	9	52.9
500-999	2	18.2	3	50.0	5	29.4
1,000-1,499	1	9.1	-	-	1	5.9
1,500-1,999	-	-	-	-	-	-
2,000>	2	18.2	-	-	2	11.8
Total Number of Bands	11	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 13).

TABLE 2-10: PREPARATION OF COMMUNITY PLAN BY SAMPLE BANDS BY GEOGRAPHIC ZONE CLASSIFICATION (ALBERTA, SASKATCHEWAN AND MANITOBA)

Geographic Location	COMMUNITY PLAN		NO COMMUNITY PLAN		TOTAL	
	# Bands	%	# Bands	%	# Bands	%
Urban	4	36.4	3	50.0	7	41.2
Rural	7	63.6	3	50.0	10	58.8
Remote	-	-	-	-	-	-
Special Access	-	-	-	-	-	-
Total Number of Bands	11	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 13).

TABLE 2-11: COMMUNITY PLANS - PREPARATION PROCESS

	Preparation by: # %	Other Assistance # %	INAC Review Plans? # %	INAC Guidance & Assist? # %
ALBERTA	Band Planning Staff/and Consultants 2 100.0	yes - - no 2 100.0	yes 2 100.0 no - -	yes ¹ - - no 2 100.0
Total	2 100.0	2 100.0	2 100.0	2 100.0
SASKATCHEWAN	Chief & Council, Consultants 3 60.0	yes -LEAD Corp. -Consultants 1 20.0 no 4 80.0	yes -technical & project advice 2 40.0 no 3 ² 60.0	yes 3 60.0 no 2 40.0
	Consultants & Auditor 1 20.0			
	Band Construction Manager and Other Assistance 1 20.0			
Total	5 100.0	5 100.0	5 100.0	5 100.0
MANITOBA	Consultants 3 75.0	yes - -	yes 2 50.0	yes 2 ³ 50.0
	Chief & Council with Assistance from Consultant 1 25.0	no 4 100.0	no 2 50.0	no ¹ 2 ³ 50.0
Total	4 100.0	4 100.0	4 100.0	4 100.0

Source: Question 13, InterGroup interviews with sample bands, September-November 1988.

¹Funding for consultants only

²Includes one band which will be submitting Community Plan for Review once completed.

³Includes one band indicating guidance and assistance regarding Guidelines only.

TABLE 2-12: COMMUNITY PLANNING PROCESS BY SAMPLE BANDS

ALBERTA	SASKATCHEWAN	MANITOBA
- Band Planning staff assisted by Professional/Technical Consultants	- Chief and Council along with Consultants	- Consultants, reporting to Chief and Council
- INAC review of Plan in all cases solely to ensure Plan within Guidelines	- INAC review of Plan in only less than one-half of cases	- INAC review of Plan in one-half of cases solely to ensure Plan within Guidelines
- no INAC guidance or assistance (except for funding of consultants) n=2	- INAC technical assistance and project advice to same sample bands reviewed (i.e., less than one-half of cases) n=5	- INAC guidance or assistance in half of cases (2 sample bands received assistance for funding of consultants) n=4

Source: InterGroup interviews with sample bands, September-November 1988 (Question 13).

TABLE 2-13
ITEMS REPORTED TO BE INCLUDED IN COMMUNITY PLAN

	Item	Identify Management Training Needs?
ALBERTA n=2	- water and sewer, land use planning, industrial planning	yes
	- housing, infrastructure, projected costs of major capital works, costs, priorities, options, needs	no
SASKATCHEWAN n=5	- roads, building (infrastructure) - maintenance program	unknown
	- infrastructure, housing, subdivisions - future sites of capital projects	no
	- economic development projects	yes
	- identifies issues strategy, programs and implementation	no
	- capital projects and developments	yes
MANITOBA n=4	- unknown	yes
	- education, infrastructure, roads, land use	no
	- physical, social and economic development; community input, needs	no
	- townsite development, training, housing services, land use, management authorities (note: Community Plan forms part of long term 20 year economic development and capital plan)	yes

Source: InterGroup interviews with sample bands, September-November, 1988.

Note: Tables may not be an exhaustive listing of all items included in Community Plans (Question 13).

TABLE 2-14

PREPARATION OF CAPITAL PROGRAM PLAN (CPP) BY SAMPLE BANDS BY
PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	6	85.7	6	100.0	16	94.1
No	-	-	1	14.3	-	-	1	5.9
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988
(Question 14).

TABLE 2-15: PREPARATION OF CAPITAL PROGRAM PLAN (CPP) BY SAMPLE BANDS, BY PROVINCE - ALBERTA (n=4)

<u>Preparation of CPP by:</u>	<u>Other Assistance in Preparation (source and type)</u>	<u>Qualifications of Individuals responsible for CPP preparation at Band Level</u>	<u>Other Responsibilities?</u>
<ul style="list-style-type: none"> - Band Planning Committee and Consultants - final approval by Chief & Council 	<ul style="list-style-type: none"> - INAC re funding for consultants - Tribal Council Engineer re technical assistance for roads only 	<ul style="list-style-type: none"> - Tribal Council Engineer: Professional Engineer 	<p>Yes: provides similar assistance to other bands</p>
<ul style="list-style-type: none"> - "In-House" preparation by Band Administration and Program Staff (staff includes prof. engineer) - final approval by Chief & Council 	<ul style="list-style-type: none"> - INAC re funding for consultants - Consultants re technical studies or projects 	<ul style="list-style-type: none"> - Band Administration and Program Staff: varies with each program area, with education and experience related to area 	<p>Yes: responsible for their respective program areas</p>
<ul style="list-style-type: none"> - Consultants and assigned Band Councillors - final approval by Chief & Council 	<ul style="list-style-type: none"> - INAC re funding for consultants 	<ul style="list-style-type: none"> - assigned Band Councillors usually have related education or experience 	<p>Yes: Band Councillor duties</p>
<ul style="list-style-type: none"> - Chief & Council 	<ul style="list-style-type: none"> - Consultants as required re technical assistance 	<ul style="list-style-type: none"> - Chief and Council: no specific individual responsible for CPP 	<p>-</p>

Source: Question 15, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-16: PREPARATION OF CAPITAL PROGRAM PLAN (CPP) BY SAMPLE BANDS, BY PROVINCE - SASKATCHEWAN (n=6)

<u>Preparation of CPP by:</u>	<u>Other Assistance in Preparation (source and type)</u>	<u>Qualifications of Individuals responsible for CPP preparation at Band Level</u>	<u>Other Responsibilities?</u>
- INAC, Chief, Council and Band Staff	- INAC (Regional) re identification and prioritization of capital projects; technical and program information	- Project Officer - experienced housing carpenter - Band Administrator/Book keeper - unknown	- no - unknown
- Chief, Council and Band Staff	- Consultants as required re technical assistance - INAC re technical assistance; engineering and public works; funding guidelines and priorities	- Chief & Council - unknown - Executive Director - unknown	- unknown
- Chief, Council and Band Administration	- INAC re technical, program and budget assistance - Consultants re financial advice	- Band Administrator - Business Administration Certificate, 2 years experience (capital)	- yes: financial statements for all band programs
- Chief, Council and Band Staff	- INAC re legal and technical assistance - Consultants re project designs and feasibility studies	- Band Administrator - Grade 12 and 4th class Engineer Certificate, 2 years experience in position	- yes: Management of NAADAP Program
- Chief and Council	- INAC (Regional & District) re technical assistance and financial advice	- Chief & Council - various backgrounds	- yes: Chief & Council duties
- INAC	- INAC prepared entire CPP until summer 1988	- Chief & Council - various backgrounds	- yes: Chief & Council duties

Source: Question 15, InterGroup interviews with sample bands, September-November 1988.

* Does not include one sample band in Saskatchewan which does not prepare a CPP.

TABLE 2-17: PREPARATION OF CAPITAL PROGRAM PLAN (CPP) BY SAMPLE BANDS, BY PROVINCE - MANITOBA (n=6)

<u>Preparation of CPP by:</u>	<u>Other Assistance in Preparation (source and type)</u>	<u>Qualifications of Individuals responsible for CPP preparation at Band Level</u>	<u>Other Responsibilities?</u>
- Chief and Council	- Tribal Council Advisor re joint initiatives with other reserves	- each councillor has portfolio responsibility relating to portion of CPP	- yes: Band Coun- cil duties
- Chief, Council and Band Staff		- Economic Development Officer - community college education - Community Planner - univer- sity education	- yes - yes
- Chief and Council	- INAC re general program guidelines assistance	- each councillor has experi- ence in portfolio relating to portion of CPP	- yes: Band Coun- cil duties
- Consultants, Band Staff and Band Council representatives - final approval by Chief and Council	- Consultants re financial, technical and professional assistance - INAC re technical assistance only if requested	- various staff persons/commit- tee members have various responsibilities and experi- ence re different portions of CPP	- yes: various duties associ- ated with posi- tion
- Chief and Council (housing & infra- structure) - School Board (educa- tion component only)	- Tribal Council Economic Development Officers re tech- nical and financial - Consultants (occasionally) re special projects	- each councillor has experi- ence in portfolio related to CPP	- yes: Band Coun- cil duties
- Chief, Council and Band Staff	- Consultant re financial advice	- each councillor has experi- ence in portfolio related to CPP	- yes: Band Coun- cil duties

Source: Question 15, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-18: SAMPLE BAND MEMBERSHIP INPUT INTO CPP, BY PROVINCE

TYPE OF INPUT	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=3	%	n=	%	n=	%	n=	%
Formal ¹	3	75.0	-	1 - 0	2	33.3	5	31.3
Informal ²	1	25.0	4	66.7	3	50.0	8	50.0
Unknown	-	-	2	33.3	1	16.7	3	18.8
Total	4	100.0	6	100.0	6	100.0	16	100.0

TABLE 2-19: SAMPLE BAND MEMBERSHIP INPUT INTO CPP BY SIZE OF ON-RESERVE POPULATION

POPULATION ON-RESERVE	FORMAL ¹		INFORMAL ²		UNKNOWN		TOTAL	
	n=3	%	n=	%	n=	%	n=	%
<499	2	33.3	4	57.1	2	66.7	8	50.0
500-999	3	50.0	2	28.6	-	-	5	31.3
1,000-1,499	-	-	-	-	1	33.3	1	6.3
1,500-1,999	-	-	-	-	-	-	-	-
2,000>	1	16.7	1	14.3	-	-	2	12.5
Total	6	100.0	7	100.0	3	100.0	16	100.0

TABLE 2-20: SAMPLE BAND MEMBERSHIP INPUT INTO CPP, BY GEOGRAPHIC ZONE CLASSIFICATION

GEOGRAPHIC CLASS	FORMAL ¹		INFORMAL ²		UNKNOWN		TOTAL	
	n=3	%	n=	%	n=	%	n=	%
Urban	3	60.0	4	50.0	-	-	7	43.8
Rural	2	40.0	4	50.0	3	100.0	9	56.2
Remote	-	-	-	-	-	-	-	-
Special Access	-	-	-	-	-	-	-	-
Total	5	100.0	8	100.0	3	100.0	16	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 16).

¹Formal input includes structured activities such as special CPP community meetings, workshops and community surveys.

²Informal input refers to the process whereby band members approach band councillors on an informal basis with input for the CPP.

³Note that "n" includes only those sample bands reporting the preparation of a CPP.

TABLE 2-21: INAC REVIEW OF CPP PREPARED BY SAMPLE BANDS, BY PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=1	%	n=	%	n=	%	n=	%
Yes	4	100.0	6	100.0	5	83.3	15	93.8
No	-	-	-	-	1 ²	16.7	1	6.2
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	6	100.0	6	100.0	16	100.0

TABLE 2-22: INAC ASSISTANCE AND GUIDANCE TO SAMPLE BANDS IN REVIEW OF CPP, BY PROVINCE

TYPE OF INAC ASSISTANCE OR GUIDANCE	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=1	%	n=	%	n=	%	n=	%
INAC provides no assistance or guidance	-	-	-	-	-	-	-	-
INAC ensures CPP within guidelines or advises re available allocation	4	100.0	-	-	2	40.0	6	40.0
INAC provides technical, program and/or budget assistance	-	-	6	100.0	-	-	6	40.0
INAC provides assistance/guidance (not specified)	-	-	-	-	3	60.0	3	20.0
Total	4	100.0	6	100.0	5	100.0	15	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 17).

¹Note that "n" includes only those sample bands reporting the preparation of a CPP and REVIEW of CPP by INAC.

TABLE 2-23 ITEMS REPORTED TO BE CONTAINED IN CAPITAL PROGRAM PLAN (CPP)

ALBERTA				SASKATCHEWAN							MANITOBA						
1	2	3	4	5 ¹	6	7	8	9	10	11	12	13	14	15	16	17	
x	x	x	x		x	x	x	x	x		x	x	x	x	x	x	
x	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x	
x	x	x	x		x	x	x	x	x		x		x	x	x	x	
	x	x	x		x	x	x	x	x	x	x		x	x	x	x	
x	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x	
	x	x	x		x	x	x	x	x		x	x	x	x	x	x	
	x	x	x		x	x	x	x	x		x	x	x	x	x	x	
	x	x	x		x	x		x	x			x	x		x	x	
							x ²										

- objectives
- priorities
- activities and tasks for implementation
- technical and financial feasibility
- budget
- project monitoring
- cost control
- individual specific accountability
- other

Source: InterGroup interviews with sample bands, September-November 1988 (Question 15).

¹Band does not prepare CPP; proposals are submitted on a project-by-project basis.

²CPP also includes potential contractors, tenders, bidders; CPP also designates project manager contact person.

TABLE 2-24: INCLUSION OF ALL THREE PLANNING AREAS IN CPP BY SAMPLE BANDS BY PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75.00	5	71.4	6	100.0	14	82.4
No	1*	25.00	2**	28.6	-	-	3	17.6
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 18).

- * Educational facilities presently not included in CPP. Band is in process of undertaking a pilot project relating to assuming responsibility for Education this fiscal year (1988-89). Education facility requirements to be determined after pilot project.
- ** One Saskatchewan sample band reported that it did not prepare a CPP. One other Saskatchewan sample band reported that only community infrastructure was included in CPP. Educational facilities not included as INAC responsible for operation of only educational facility on reserve (one kindergarten class). Band also reported that Housing not included in the CPP as this area is covered under the District Capital Plan.

TABLE 2-25: ASPECTS OF HOUSING ADDRESSED IN CPP'S BY SAMPLE BANDS, BY PROVINCE*

ALBERTA				SASKATCHEWAN								MANITOBA						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17		
x	x	x	x	**	x	x	x	x	x	x	x	x	x	x	x	x		
x		x	x		x	x	x	x	x	x	x	x	x	x	x	x		
x		x	x		x	x	x		x				x	x		3		
x	x	x	x			x	x	1	x	x					4			
		x	x			x			x									
		x	x			x			x									
x		x	x		x	x	x	x	x				x			x		
x		x	x		x	x	x	x	x		x		x		x	x		
x	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x		
x		x	x		x	x	x	x	x		x	x	x	x	x	x		
x		x	x		x	x	x	x	x		x	x	x	x	x	x		
x		x	x		x	x	x	x	x		x		x	5	x	x		
x		x ²									x ⁶							

- priorities
- objectives
- promotion of the awareness of the housing program
- management scheme is:
 - 1) allocation of units to individuals
 - 2) rent collection
 - 3) fee collection
- improvement in the Band's competence in building and management of housing projects
- prolongation of existing houses' life
- identification of Band housing needs
- solving of housing shortages
- provision of adequate housing
- maintenance/repair requirements
- other matters

Source: Question 19, InterGroup interviews with sample bands, September-November 1988.

* only positive responses recorded.

** No Capital Program Plan developed for one sample band in Saskatchewan.

¹ not addressed in plan but criteria applied by Band and Council.

² includes landscaping

³ not addressed in plan but addressed through public meetings

⁴ not addressed in plan but extensive system of allocation in existence

⁵ not covered in plan but criteria in existence

⁶ joint CMHC/INAC housing plan included.

TABLE 2 -26: IDENTIFICATION OF HOUSING NEEDS BY SAMPLE BANDS, BY PROVINCE

HOUSING NEEDS IDENTIFIED BY	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Housing Survey*	1	25.0	-	-	1	16.7	2	11.8
Housing Survey & Application Process	1	25.0	2	28.6	1	16.7	4	23.5
Formal Applica- tion Process	2	50.0	3	42.9	2	33.3	7	41.2
Informal Band Member Requests	-	-	1	14.3	2	33.3	3	17.6
Unknown	-	-	1**	14.3	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988
(Question 20).

* Includes surveys done by INAC, Band and/or Saskatchewan District Councils.

**Sample band does not prepare CPP.

TABLE 2-27: IDENTIFICATION OF HOUSING O&M NEEDS BY SAMPLE BANDS, BY PROVINCE

HOUSING O&M NEEDS IDENTIFIED BY	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Band Housing Staff/ Inspections	1	25.0	1	14.3	2	33.3	4	23.5
Housing Survey*	1	25.0	1	14.3	-	-	2	11.8
Formal Application Process	1	25.0	1	14.3	1	16.7	3	17.6
Informal Band Member Requests	-	-	3	42.9	1	16.7	4	23.5
Other	-	-	-	-	2***	33.3	2	11.8
Unknown	1	25.0	1**	14.3	-	-	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988
(Question 21).

*Includes surveys done by INAC, Band and/or Saskatchewan District Councils.

**Sample band does not prepare CPP.

***One sample band indicated that its Housing O&M needs were identified in accordance with INAC standards; another sample band indicated that its Housing O&M needs were identified by Tribal Council standards incorporating the National Housing Code.

TABLE 2-28: ASPECTS OF COMMUNITY INFRASTRUCTURE ADDRESSED IN CPP'S BY SAMPLE BANDS, BY PROVINCE

ALBERTA				SASKATCHEWAN							MANITOBA					
1	2	3	4	5*	6	7	8	9	10	11	12	13	14	15	16	17
	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x
x	x	x	x		x	x	x	x	x		x	x	x	x	x	x
x	x	x	x		x	x	x	x	x		x	x	x	x	x	x
x		x			x	x	x	x	x				x			
x	x	x	x		x	x	x	x	x			x	x		x	x
x	x	x	x		x	x	x	x	x			x		x	x	
	x ¹	x ²	x ³													

- priorities

- objectives

- identification of Band needs for adequate water, hydro, fire protection, garbage removal, and roads

- provision for technical training in community infrastructure construction and maintenance

- assessment of maintenance requirements

- provision for recreational and community facilities

- other matters

Source: Question 22, InterGroup interviews with sample bands, September-November 1988.

¹land use and zoning

²sewer and gas hookups

³land use and environmental considerations

*one Saskatchewan sample band does not develop Capital Program Plan.

**TABLE 2-29: IDENTIFICATION OF COMMUNITY INFRASTRUCTURE NEEDS
BY SAMPLE BANDS BY PROVINCE**

IDENTIFICATION BY	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Formal Annual Assessment	-	-	-	-	1	16.7	1	5.9
Informal, Individual band member requests to band council/committee	1	25.0	4	57.1	2	33.3	7	41.2
Surveys	1	25.0	-	-	-	-	1	5.9
Surveys and band member requests	-	-	1	14.3	-	-	1	5.9
Band council	-	-	1	14.3	1	16.7	2	11.8
Inspections	1	25.0	-	-	1	16.7	1	5.9
Band or program staff	1	25.0	-	-	-	-	1	5.9
Capital Program Plan	-	-	-	-	-	-	-	-
Community Plan (incorporating CPP)	1	25.0	-	-	-	-	1	5.9
Unknown	-	-	1*	14.3	1	16.7	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 23).

*One sample band from Saskatchewan does not prepare CPP.

TABLE 2-30: IDENTIFICATION OF COMMUNITY INFRASTRUCTURE O&M NEEDS
BY SAMPLE BANDS BY PROVINCE

IDENTIFICATION BY	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Informal, Individual band member requests to band council/committee	-	-	2	28.6	-	-	2	11.8
Determined by INAC or INAC formulas	-	-	2	28.6	2	33.3	4	23.5
Consultants (INAC funded)	1	25.0	-	-	-	-	1	5.9
Estimates based on community and CPP plans	1	25.0	-	-	-	-	1	5.9
Survey and INAC formulas partially determine	1	25.0	-	-	-	-	1	5.9
Band or program staff	1	25.0	-	-	-	-	1	5.9
Regular inspections /assessments	-	-	-	-	2	33.3	2	11.8
Survey and band member requests	-	-	1	14.3	-	-	1	5.9
Chief and Council	-	-	1	14.3	1	16.7	2	11.8
Other ¹	-	-	-	-	1	16.7	1	5.9
Unknown	-	-	1*	14.3	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988
(Question 24).

¹Tribal Council statistics.

*One sample band does not prepare CPP.

TABLE 2-31: ASPECTS OF EDUCATION FACILITIES ADDRESSED BY SAMPLE BANDS, BY PROVINCE

ALBERTA				SASKATCHEWAN							MANITOBA						
1 ¹	2 ²	3	4	5*	6	7	8	9	10 ³	11 ⁴	12 ⁵	13	14	15	16 ⁶	17	
		x	x		x	x	x	x	x		x	x	x	x			
		x	x		x	x	x	x	x		x	x	x	x			
		x	x		x	x	x	x	x				x	x		x	
		x	x		x	x	x	x	x				x			x	
		x	x		x	x	x	x	x				x	x			

- priorities

- objectives

- identification of Band requirements for adequate educational assets and facilities

- provision for training and assistance in the construction and maintenance of education assets

- assessment of maintenance requirements

- other matters

Source: Question 24, InterGroup interviews with sample bands, September-November 1988.

* One Saskatchewan band does not develop Capital Program Plan

¹Band does not administer any educational assets or facilities

²Educational assets and facilities are not addressed in plan. (note: this band will be taking over education this fiscal year; future needs will be determined after one year pilot project.)

³School on reserve closed for ten years but plans are to get it operational for kindergarten

⁴INAC has direct responsibility for one room kindergarten class; educational assets and facilities are not included in Capital Program Plan

⁵all children attend school off-reserve as reserve only has pre-school

⁶information re aspects of educational facilities and assets covered in the plan not available since School Board (not interviewed) is responsible for this component of the plan

⁷CPP includes only planning stage to build new school

TABLE 2-32: IDENTIFICATION OF EDUCATIONAL FACILITY NEEDS BY SAMPLE BANDS, BY PROVINCE

EDUCATIONAL FACILITIES NEEDS IDENTIFIED BY	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Band does not determine	3 ¹	75.0	1 ²	14.3	1 ³	16.7	5	29.4
Student enrollment projections	-	-	1	14.3	4	66.7	5	29.4
INAC formula	1	25.0	-	-	-	-	1	5.9
Student enrollment, Band survey, statistics, INAC funding formula, teacher's input	-	-	1	14.3	-	-	1	5.9
Educational facility staff	-	-	1	14.3	-	-	1	5.9
Education committee, based on needs assessment	-	-	1	14.3	-	-	1	5.9
Feasibility study funded by INAC	-	-	1	14.3	-	-	1	5.9
Community Consultation; INAC determines when > \$2,000	-	-	-	-	1	16.7	1	5.9
Other	-	-	1*	14.3	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 25, InterGroup interviews with sample bands, September-November 1988.

* One Saskatchewan sample band does not prepare CPP.

¹Two sample bands reported INAC operated educational facilities, INAC identified educational facilities needs. One other sample band reported that school board identifies needs.

²Identified directly by INAC

³School board determines as part of Capital planning process.

TABLE 2-33: IDENTIFICATION OF EDUCATION FACILITY O&M NEEDS BY SAMPLE BANDS, BY PROVINCE

IDENTIFICATION BY	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
INAC formula	2	50.0	4	57.1	4	66.7	10	58.8
Band does not determine	2 ¹	50.0	-	-	1 ²	16.7	3	17.6
Educational facility staff, Chief and Council	-	-	1	14.3	-	-	1	5.9
Feasibility study by INAC	-	-	1	14.3	-	-	1	5.9
Unknown	-	-	1*	14.3	1	16.7	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 26, InterGroup interviews with sample bands, September-November 1988.

* One Saskatchewan sample band does not prepare CPP.

¹INAC operates educational facility and determines O&M needs for one sample band. Band to assume responsibility for educational facility in 1988/89. Future O&M requirements to be determined upon completion of pilot project year.

²Determined by school board in accordance with INAC formula.

TABLE 2-34: SAMPLE BANDS WHERE SAME PERSON(S) RESPONSIBLE FOR BOTH DEVELOPMENT AND EXECUTION OF CPP, BY SAMPLE BAND, BY PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	1	25.0	2	28.6	5	83.3	8	47.1
No	2	50.0	4	57.1	1	16.7	7	41.2
Unknown	1	25.0	1*	14.3	-	-	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 29).

* Not applicable, band did not prepare a CPP.

TABLE 2-35: BACKGROUND AND QUALIFICATIONS OF INDIVIDUALS RESPONSIBLE FOR CPP EXECUTION AT BAND LEVEL, BY SAMPLE BANDS, BY PROVINCE - ALBERTA (n=4)

Same person ¹ responsible	Background and Qualifications of individuals responsible for CPP execution at Band level	Other Responsibilities?	Other Assistance in Execution (Source and Type)
yes	- Tribal Council Engineer: Professional Engineer	yes: provides similar assist- ance to other bands	- INAC provides funding for Tribal Council Engineers
unknown	- unknown	unknown	- unknown
no	- Project Manager is hired for each capital project; generally has related education and experience	unknown	- INAC provides inspections by INAC engineers to ensure standards
no	- Site Supervisor for each capital project; usually supervised by engineer - also, Job Supervisor for each capital project; usually a band member with related experience/ background for project	unknown	- INAC provides inspections by INAC engineers to ensure standards

Source: Questions 28, 29 and 31, InterGroup interviews with sample bands, September-November 1988; also Table 15.1, Infrastructure.

¹for both preparation and execution of CPP at band level.

TABLE 2-36: BACKGROUND AND QUALIFICATIONS OF INDIVIDUALS RESPONSIBLE FOR CPP EXECUTION AT BAND LEVEL, BY SAMPLE BANDS, BY PROVINCE - SASKATCHEWAN (n=6*)

Same person ¹ responsible	Background and Qualifications of individuals responsible for CPP execution at Band level	Other Responsibilities?	Other Assistance in Execution (Source and Type)
yes	<ul style="list-style-type: none"> - Project Officer: experienced housing carpenter; heads project team, reporting to Chief and Council - Band Administrator/Bookkeeper: unknown 	<p>no</p> <p>unknown</p>	<ul style="list-style-type: none"> - CMHC Housing inspections - INAC engineers complete work reports - INAC and Consultants monitoring of water line
no	<ul style="list-style-type: none"> - different person for each CPP program area: <ul style="list-style-type: none"> - Education: Director of Education - Housing: Housing Coordinator - Comm. Infrastructure: Executive Director 	yes: responsible for respective program area	<ul style="list-style-type: none"> - INAC provides assistance in management of projects
yes	<ul style="list-style-type: none"> - Band Administrator: Business Administration Certificate; 2 years' experience (capital)² 	yes: financial statements for all band programs	<ul style="list-style-type: none"> - INAC representative assists by participation on project management team
no	<ul style="list-style-type: none"> - Project Coordinator/Manager: hired for each project; usually education and experience related to project; sits on Council Committee and reports to Chief and Council 	unknown	<ul style="list-style-type: none"> - Consultants occasionally used for feasibility studies prior to construction - INAC engineers provide assistance re building codes and standards
no	<ul style="list-style-type: none"> - School Guidance Counsellor: has education and experience related to capital funding program 	yes	<ul style="list-style-type: none"> - INAC technical assistance re monitoring of band activities (Band Manager Office) - CMHC housing inspections and technical assistance
no	<ul style="list-style-type: none"> - Project Officer and Project Team: hired for each major project 	yes	<ul style="list-style-type: none"> - Consultants sometimes sit on project team

Source: Questions 28, 29 and 31, InterGroup interviews with sample bands, September-November 1988; also Tables 15.2, Infrastructure.

¹for both preparation and execution of CPP at band level.

²Chief and Council also supervise project management team for each project.

* Does not include one sample band from Saskatchewan which reported that it does not prepare a CPP.

TABLE 2-37: BACKGROUND AND QUALIFICATIONS OF INDIVIDUALS RESPONSIBLE FOR CPP EXECUTION AT BAND LEVEL, BY SAMPLE BANDS, BY PROVINCE - MANITOBA (n=6)

Same person ¹ responsible	Background and Qualifications of individuals responsible for CPP execution at Band level	Other Responsibilities?	Other Assistance in Execution (Source and Type)
yes	- each Band Councillor has portfolio responsibility relating to a portion of CPP re monitoring and execution, e.g., housing, roads, fire protection	yes: Band Council duties	- INAC advisory assistance, inspections
no	- Chief and Council: education and experience varies	yes: Band Council duties	
yes	- each Band Councillor has experience in portfolio relating to a portion of the CPP	yes: Band Council duties	- Consultants (occasionally) re engineering - INAC advisory assistance
yes	- various staff persons/committee members have various responsibilities and experience re different portions of CPP	yes: various duties	- technical expertise from various sources (financial, engineering, architects, INAC)
yes	- each Band Councillor has experience in portfolio related to CPP	yes: Band Council duties	- INAC inspections - Consultants' inspections
yes	- each Band Councillor has experience in portfolio related to CPP	yes: Band Council duties	- unknown - housing inspections

Source: Questions 28, 29 and 31, InterGroup interviews with sample bands, September-November 1988; also Table 15.3, Infrastructure.

¹for both preparation and execution of CPP at band level.

TABLE 2-38: MONITORING DURING EXECUTION PHASE OF CPP BY SAMPLE BANDS, BY PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75.0	6	100.0	6	100.0	15	93.8
No	-	-	-	-	-	-	-	-
Unknown	1	25.0	-	-	-	-	1	6.3
Total	4	100.0	6*	100.0	6	100.0	16	100.0

Source: InterGroup interviews with sample bands, September-November 1988 (Question 30).

* Note "n" does not include one sample band from Saskatchewan which reported that it does not prepare a CPP.

TABLE 2-39: NATURE AND FREQUENCY OF MONITORING DURING EXECUTION OF CPP, BY SAMPLE BANDS, BY PROVINCE

	Frequency of Monitoring	Nature of Monitoring
ALBERTA n=3 ¹	daily	- by supervising project engineer
	daily	- by Project Manager and Financial Controller
	daily and at regular council meetings	- by on-site supervisor, engineer and job supervisor - project costs, progress reports also reviewed at regular council meetings

¹Note: "n" does not include one sample band from Alberta where nature and frequency of monitoring activity, if any, is unknown.

continued...

TABLE 2-39: NATURE AND FREQUENCY OF MONITORING DURING EXECUTION OF CPP BY SAMPLE BANDS, BY PROVINCE (continued)

	Frequency of Monitoring	Nature of Monitoring
SASKATCHEWAN n=6 ²	varies with each project	- project team reports to Chief and Council for each specific project
	monthly	- financial management committee monitors progress and costs and reports to Chief and Council
	monthly	- Band Council monitors at least monthly - also monitored by project management team (including INAC representative); progress payments dependent upon approval
	daily	- by Project Manager, including cost control, accounting system for each project
	daily	- by person responsible for execution (Guidance Counsellor)
	biweekly and monthly	- Consultant - Project Team
MANITOBA n=6	ongoing	- by Band Councillor responsible for each project under portfolio
	ongoing	- by Chief and Council re budget
	ongoing	- inspections by Band or outside (engineering) Consultants
	biweekly	- water and sewer project by on-site Project Manager, Engineer and Band Council Manager
	key construction points	- CMHC inspections and INAC architects re housing projects
	monthly periodic	- education projects - other projects
	unknown unknown	- each Band Councillor responsible for own portfolio area - band member employed to monitor housing projects only
	ongoing; daily	- by Band Councillor responsible for own portfolio

Source: InterGroup interviews with sample bands, September-November 1988 (Question 30).

²Note: "n" does not include one sample band from Saskatchewan which reported that it did not prepare a CPP.

TABLE 2-40: ANALYSIS OF CPP RESULTS BY SAMPLE BANDS, BY PROVINCE

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	2	50.0	4	66.7	6	100.0	12	75.0
No	1	25.0	2	33.3	-	-	3	18.8
Unknown	1	25.0	-	-	-	-	1	6.3
Total	4	100.0	6*	100.0	6	100.0	16	100.0

Source: InterGroup interviews with sample bands, September-November 1988
(Question 39).

* Note: "n" does not include one sample band from Saskatchewan which reported that it did not prepare a CPP.

TABLE 2-41: NATURE¹ OF ANALYSIS OF CPP RESULTS BY SAMPLE BAND BY PROVINCE

ALBERTA (n=2)*	SASKATCHEWAN (n=4)*	MANITOBA (n=6)*
<ul style="list-style-type: none"> - informal process - not documented - analysis used for cost comparisons for future projects - done less than 10 times per year <p>— nature unknown</p>	<ul style="list-style-type: none"> - analysis by Chief and Council at regular band council meetings - every two weeks - documented in meeting minutes and in housing files - used to project renovation costs 	<ul style="list-style-type: none"> - analyzed upon completion of project - done by INAC - documented by INAC - used by INAC - INAC program requirement
	<ul style="list-style-type: none"> - analysis at Council meetings - documented in meeting minutes 	
	<ul style="list-style-type: none"> - monthly, during course of project and on quarterly basis - financial statements, progress reports documented for Auditor's use for purpose of cost analysis; budgets 	<ul style="list-style-type: none"> - ongoing analysis - documented as part of ongoing monitoring process - used for reference re future projects
	<ul style="list-style-type: none"> - Chief and Council formally analyze results at beginning and end of project - project management team also keeps records - meeting minutes and project documentation retained in band office and with INAC 	<ul style="list-style-type: none"> - done frequently throughout year at Chief and Council meetings and formally at Capital Planning time - documented in council minutes and used for progress payment approvals
	<ul style="list-style-type: none"> - monthly analysis by Chief and Council, operational officers, program heads and accountant - documented in meeting minutes - used for budget control 	<ul style="list-style-type: none"> - analyzed as part of INAC requirement - inspections carried out by INAC or consultants - monitoring is an ongoing, informal process - results documented in council minutes
		<ul style="list-style-type: none"> - documentation of housing inspections prior to progress payments to contractors

Source: Question 39, InterGroup interviews with sample bands, September-November 1988.

* Note: "n" includes only those sample bands which reported analyzing their CPP results.

¹"Nature" refers to frequency, manner, formality (documentation) and purpose of analysis performed.

APPENDIX F

TABLES 2-43 to 2-49, 2-53 to 2-61, 2-63

(Section 2.2)

TABLE 2-43: BANDS' INDICATION OF WHETHER A CAPITAL TARGET IS PROVIDED BY INAC REGIONS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	4	100.0	6	85.7	4	66.7	14	82.4
No	-	-	-	-	2	33.3	2	11.8
Unknown	-	-	1	14.3	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	16	100.0

Source: Question 27, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-44: PRIORIZATION OF PROJECTS BY SAMPLE BANDS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Projects prioritized by Band	2	50.0	4	57.1	3	50.0	9	52.9
Projects prioritized by INAC	2	50.0	3	42.9	2	33.3	7	41.2
No response	-	-	-	-	1	16.7	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 27, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-45: SAMPLE BANDS' FAMILIARITY WITH OBJECTIVES OF INAC'S CAPITAL PROGRAM PLAN

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	1	25.-	1	14.3	3	50.0	5	29.4
No	2	50.0	5	71.4	3	50.0	10	58.8
Unknown	1	25.0	1	14.3	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 33, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-46: SAMPLE BANDS' PERCEPTION OF WHETHER INAC REPRESENTATIVES ARE AWARE OF THE BANDS' OBJECTIVES AND PRIORITIES

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
* Yes	3	75.0	5	71.4	6	100.0	14	82.4
No	-	-	2	28.6	-	-	2	11.8
Unknown	1	25.0	-	-	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

*includes qualified "yes" responses

Source: Question 36, Pt. 1, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-47: SAMPLE BANDS' PERCEPTION OF WHETHER INAC TAKES BANDS' OBJECTIVES AND PRIORITIES INTO CONSIDERATION WHEN DEALING WITH THEM

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
*Yes	2	50.0	2	28.6	4	66.7	8	47.1
No	1	25.0	5	71.4	2	33.3	8	47.1
Unknown	1	25.0	-	-	-	-	1	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

*includes qualified "yes" responses

Source: Question 36, Pt. 2, InterGroup interviews with sample bands, September-November 1988.

TABLE 2- 48

**SAMPLE BANDS' PERCEPTION OF THE ROLE OF THEIR BAND CAPITAL PLAN
IN THE PREPARATION OF INAC'S CAPITAL PROGRAM PLAN**

Response	Alberta		Saskatchewan		Manitoba		Total	
	n=	%	n=	%	n=	%	n=	%
priorize projects from all bands	-	-	2	28.6	-	-	2	11.8
cross-check types of projects against INAC guidelines	-	-	-	-	1	16.7	1	5.9
no role	2	50.0	2	28.6	1	16.7	5	29.3
don't know	1	25.0	2	28.6	1	66.6	7	41.2
no response	1	25.0	1	14.2	-	-	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 32, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-49

PERCEPTION OF SAMPLE BANDS REGARDING WHETHER TYPE OF PROJECTS FUNDED
BY INAC MATCHES THE PRIORITIES OF THE BANDS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
*Yes	1	25.0	3	42.8	2	33.3	6	35.3
No	2	50.0	3	42.8	4	66.7	9	52.9
Unknown	1	25.0	1	14.3	-	-	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

*includes qualified "yes"

Source: Question 35, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-53

INDIAN AND INUIT AFFAIRS PROGRAM
1987/88 CAPITAL BUDGET BY REGIONS AND SECTORS, AS OF MAY 30, 1988 (\$000)

	Alberta		Saskatchewan		Manitoba		National
Sector	\$	%	\$	%	\$	%	%
Housing	9,825	30.4	13,678	33.4	19,613	37.2	31.1
Community Infrastructure	15,583	48.2	10,272	25.1	10,118	19.2	40.1
Education	6,597	20.3	15,183	37.1	16,993	32.2	20.7
Administration	247	0.8	465	1.2	214	0.4	0.6
Other ¹	<u>96</u>	<u>0.3</u>	<u>1,317</u>	<u>3.2</u>	<u>5,843</u>	<u>11.0</u>	<u>7.5</u>
Total	32,348	100.0	40,915	100.0	52,781	100.0	100.0

Source: derived from May 30, 1988, 1987-88 Capital Allocations by VCC tables prepared by the Capital Operations Division and reported in Planning Report for the Evaluation of the Allocation Mechanism of the Capital Program, July 1988, by Evaluation Directorate.

¹Other includes Band indebtedness, Bill C-31 and special allocations (e.g., NFA).

TABLE 2-54

FAMILIARITY OF SAMPLE BANDS WITH INAC APPROVAL PROCESS FOR
CAPITAL REQUESTS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	1	25.0	4	57.1	4	66.7	10	58.8
No	2	50.0	2	28.6	1	16.7	5	29.4
Unknown	1	25.0	1	14.3	1	16.7	2	11.8
Total	4	100.0	7	100.0	6	100.0	17	100.0

Includes qualified "yes" responses

Source: Question 34, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-55

FAMILIARITY OF SAMPLE BANDS WITH INAC'S ALLOCATION METHODS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	2	50.0	6	85.7	6	100.0	14	82.4
No	1	25.0	1	14.3	-	-	2	11.8
Unknown	1	25.0	-	-	-	-	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Includes qualified "yes" responses

Source: Question 37, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-56: HOUSING PROJECTS PLANNED LAST YEAR BY SAMPLE BANDS AND UNCOMPLETED

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75.0	6	85.7	1	16.7	10	58.8
No	1	25.0	1	14.3	5	83.3	7	41.2
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 7, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-57: INFRASTRUCTURE PROJECTS PLANNED LAST YEAR BY SAMPLE BANDS AND UNCOMPLETED

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	2	50.0	5	71.4	3	50.0	10	58.8
No	2	50.0	2	28.6	3	50.0	7	41.2
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 7, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-58: EDUCATION FACILITIES PROJECTS PLANNED LAST YEAR BY SAMPLE BANDS AND UNCOMPLETED

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	3	75.0	3	42.9	1	16.7	7	41.2
No	1	25.0	4	57.1	4	66.7	9	52.9
Unknown	-	-	-	-	1	16.7	1	5.9
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 7, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-59: SAMPLE BANDS WITH OUTSTANDING PROJECTS NECESSARY FOR HEALTH REASONS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	2	50.0	5	71.4	6	100.0	13	76.5
No	2	50.0	2	28.6	-	-	4	23.5
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 10, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-60: SAMPLE BANDS WITH OUTSTANDING PROJECTS NECESSARY FOR SAFETY REASONS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	2	50.0	6	85.7	6	100.0	14	82.4
No	2	50.0	1	14.3	-	-	3	17.6
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 11, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-61: SAMPLE BANDS WITH OUTSTANDING PROJECTS NECESSARY FOR OTHER REASONS

	ALBERTA		SASKATCHEWAN		MANITOBA		TOTAL	
	n=	%	n=	%	n=	%	n=	%
Yes	1	25.0	4	57.1	2	33.3	7	41.2
No	3	75.0	3	42.9	4	66.7	10	58.8
Unknown	-	-	-	-	-	-	-	-
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 12, InterGroup interviews with sample bands, September-November 1988.

TABLE 2-62: DOES BAND RECEIVE ASSISTANCE FOR EXECUTION OF ITS CAPITAL PLAN?

	Alberta		Saskatchewan		Manitoba		Total	
	# Bands	%	# Bands	%	# Bands	%	# Bands	%
Yes	2	50.0	6	85.7	3	50.0	11	64.7
No	2	50.0	1	14.3	3	50.0	6	35.3
Unknown	<u>0</u>	<u>-</u>	<u>0</u>	<u>-</u>	<u>0</u>	<u>-</u>	<u>0</u>	<u>-</u>
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 31 InterGroup interviews with sample bands, September-November 1988.

TABLE 2-63: HOW FUNDS ARE ALLOCATED

	Alberta		Saskatchewan		Manitoba		Total	
	# Bands	%	# Bands	%	# Bands	%	# Bands	%
Funds allocated according to plans	2	50.0	6	85.7	4	66.7	12	70.6
Sometimes allocated to other priorities	1	25.0	1	14.3	2	33.3	4	23.5
Unknown	<u>1</u>	<u>25.0</u>	<u>0</u>	<u>-</u>	<u>0</u>	<u>-</u>	<u>1</u>	<u>5.9</u>
Total	4	100.0	7	100.0	6	100.0	17	100.0

Source: Question 38 InterGroup interviews with sample bands, September-November 1988.

APPENDIX G
TABLES 2-64 to 2-66
(Section 2.3)

TABLE 2-64: BANDS' PERCEPTIONS OF STRENGTHS AND NECESSARY IMPROVEMENTS

ALBERTA

=====

Strengths

- it is good to have a Capital Plan approved by Council and prepared with the involvement of different people
- Capital Plan allows us to work in phases and mark our progress
- our own planning for house designs, for example, gets local people involved and excited.

Improvements Required

- funding should be adequate to meet the basic health, safety and education capital needs of bands (mentioned many times)
- periodic opening of new landfill sites should be included
- funding should allow for meeting other priorities which are also important to the bands (i.e., capital facilities for economic development identified in an Economic Development Plan, recreation centre and administration building)
- prior to entering into an AFA process, the deficiencies in a band's infrastructure should be corrected to give the band an adequate start
- funding formulas/allocation methods should be amended as follows:
 - classification of bands by geographic code should more accurately reflect the actual costs of construction (e.g., some bands classified as "urban" have found funds to be inadequate)
 - submissions from bands on actual costs should be considered
 - the INAC population data base should be updated frequently
 - multi-year projects should include a built-in inflation factor (e.g., over 5 years, the cost of a water and sewer project escalated due to inflation and funds were expended in four years)
 - funding should cover interest charges if we have to borrow money for cost overruns or cash flow problems
- standards should be more flexible, e.g., for renovation of houses
- unit costs used to calculate operations and maintenance allocations should be reviewed and made realistic; this is a common problem for all capital projects
- timing of O&M start-up, e.g., for new water and sewer system, should occur in same year as completion of the infrastructure.

=====

TABLE 2-65: BANDS' PERCEPTIONS OF STRENGTHS AND NECESSARY IMPROVEMENTS

SASKATCHEWAN

=====

Strengths

- the Capital Plan process allows us to identify needs and prioritize them, set objectives and fulfill them
- Capital Plan makes the Chief and Council more responsible
- Capital Plan allows us to maintain more financial control
- Capital Plan process strengthens the band's involvement and commitment to what they are trying to achieve for this community; it increases our chances of being funded
- a longer term plan -- up to 20 years -- would be more useful because it would provide a direction for Chief and Council, the administration and INAC.

Improvements Required

- funding should be adequate to meet the needs of bands (mentioned many times)
- funding should be adequate to cover equipment needs (e.g., grader, backhoe, maintenance tractor)
- capital funding should be fairly distributed to bands in Saskatchewan, eliminating politics and negotiations (e.g, giving up other program funds)
- criteria for project selection should be made clear to bands and the approval process outlined
- funding formulas should be sensitive to:
 - future needs of a growing population
 - migration of band members off-reserve in winter due to lack of accommodation
- funding should reward good management; band indebtedness should not be resolved from funds which could have gone to well managed bands
- application process should be less complex
- capital funds for projects should be provided in a single payment to avoid the awkwardness of stopping and starting work when the funds are sent by INAC.

=====

TABLE 2-66: BANDS' PERCEPTIONS OF STRENGTHS AND NECESSARY IMPROVEMENTS

MANITOBA

Strengths

- needs are identified by the people who have them
- helps bands to see where they are going in the long term
- encourages bands toward self-determination
- makes Chief and Council responsible to the populace
- it is a challenge for the Chief and Council
- once in place, the Capital Plan is supported by the people.

Improvements Required

- funding should be adequate to meet the needs of the band (mentioned many times)
 - other priorities (e.g., recreation centre) should be considered for capital funding
 - under new system, smallest bands and largest bands should be balanced somehow; small bands feel left out in the cold by no minimum allocation and large bands are perceived to get their large share, whether they need it or not
 - in a similar vein, major projects should be treated differently to assist small bands
 - funding should not penalize all bands for bad management by taking deficits from the top of the Region's budget
 - funding for technical expertise should be increased to compensate for the reduced access to INAC expertise in recent years
 - funding should account for differences in final estimates (Class A estimates) compared to Class D estimates approved in the Capital Plan
 - O&M formulas should be reviewed and based on historical costs and not on inappropriate figures; it is this kind of thing that can drive a band into debt over time.
-

APPENDIX IV
Review of Capital Program: British Columbia and Yukon

1

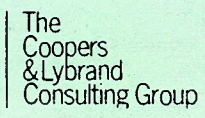


TABLE OF CONTENTS

1.0 INTRODUCTION

- 1.1 PURPOSE OF THE REPORT**
- 1.2 BACKGROUND**
- 1.3 METHODOLOGY**
- 1.4 LIMITATIONS**

2.0 FINDINGS AND RECOMMENDATIONS

- 2.1 THE DESCRIPTION OF THE ALLOCATION PROCEDURES NOW IN USE BY THE BANDS**
 - 2.1.1 Planning Process**
 - 2.1.2 The Three Planning Areas of Capital Allocation: Housing, Community Infrastructure, and Education Assets and Facilities**
 - 2.1.3 Execution of the Plan**
- 2.2 THE EXTENT TO WHICH THESE PROCEDURES MEET THE OBJECTIVES AND PRIORITIES FOR WHICH THEY ARE DESIGNED**
- 2.3 OPTIONS FOR IMPROVEMENTS**
- 2.4 CONCLUSION**

1.1 THE PURPOSE OF THE REPORT

The Department of Indian Affairs and Northern Development (DIAND) provides funds for the planning, design, construction, acquisition, and operation and maintenance of capital facilities located on Indian lands throughout the country. This is carried out through a funding arrangement called the Capital Management Program. This allocation mechanism covers three areas of capital expenditures:

- i) housing capital subsidies,
- ii) community infrastructure project subsidies and planning, and
- iii) education assets and facilities.

In May, 1988 the Evaluation Directorate of DIAND recommended to review the effectiveness of the present allocation process. It was indicated that the scope of the study should include all three areas of Capital Program Plan Management.

The Coopers & Lybrand Consulting Group has been retained by DIAND to assist the Evaluation Directorate in the interview process and to contribute to the logic analysis. The purpose of Consulting Group report is threefold:

- i) to provide an assessment of the Capital Management Program;
- ii) to evaluate the extent to which the present allocation mechanism meets the objectives for which they are designed;
and
- iii) to offer options for improvement.

1.2 BACKGROUND

The geographic location and limited resource base of many Indian communities make DIAND an important source of funding for certain basic communities services. The responsibility undertaken by DIAND encompasses a broad spectrum of goals. The Capital Management

Program, as stated in the Planning Report, tries to accommodate the following goals:

- i) to protect the general well-being of status Indians on-reserves and federal crown lands under the Indian Act and other legislation;
- ii) to meet the demands of policy initiatives and expand the existing asset base by responding to the needs for essential services in a manner that reflects the priority of such needs;
- iii) to provide for the physical development of all Indian communities in order to ensure the general progress and welfare of their members; and
- iv) to provide community facilities and services to ensure a quality of life comparable to non-Indian communities living in similar areas and devolve the responsibilities of physical development to the Bands.

1.3 METHODOLOGY

To gather data on the allocation procedures now in use, and to evaluate the extent to which these procedures meet the objectives for which they are designed, and finally to offer recommendations for improvement, the Coopers & Lybrand Consulting Group was required to interview twenty-one (21) Indian Bands in B.C. and the Yukon. The list of bands proposed for inclusion in the evaluation was selected randomly by DIAND (see appendix). Of the twenty-one bands interviewed twenty (20) are located in B.C. and one (1) in the Yukon. The report presents information and an analysis gathered from the interview process. This report discusses extensively the compatibility of the priorities and objectives pursued by the bands and the extent to which the present capital planning process has allowed bands to realize these needs.

Prior to meeting with the Indian Bands a letter of introduction was forwarded to the Band Chief, and an interview guide was prepared. The consultants then met with a Band representative and discussed a wide range of issues relating to the Capital Management Program. In most instances the band representatives were amenable, and responded to the questions posed, and even offered suggestions for improvement. The preliminary results were then gathered and presented to the other consultants in an Intergroup meeting in Winnipeg on November 8, 1988. The final report is the end result of a four month long interview process.

1.4 LIMITATIONS

Although the Bands were acceptable to meeting with our firm, it became apparent from the initial interviews that the Bands were not disposed to make us party to their official documents. As a result, exact dollar figures for capital expenditures have not been included in this report. The experience of the band representative varied (Table 2), but in most cases they were the most knowledgeable person at the band level to comment on the capital planning process.

Some bands interviewed have entered into the Alternative Funding Arrangement and only agreed to be interviewed after deliberation within their tribal council. The information received from such bands will be differentiated from those bands which are under the existing capital funding arrangement. Although premature to this report, the bands under the Alternative Funding Arrangements have indicated acceptance of this allocation mechanism.

In general, the report is limited to the following issues:

- i) the priorities and objectives aimed at by the allocation mechanism;
 - at headquarters
 - in the Region
 - in the Bands

- ii) the level of conflict between the objectives and priorities at the various levels; and
- iii) the extent to which allocation mechanisms now in use meet the priorities and objectives of Ottawa, the Region and the Bands.

In the early stages of the interview process our firm began to observe common themes emerging. It is our intention to clearly articulate these themes so that the Evaluation Directorate can refine and implement required changes to the current system of capital allocation.

FINDINGS AND RECOMMENDATIONS

2.1 THE DESCRIPTION OF THE ALLOCATION PROCEDURES NOW IN USE BY THE BANDS

In reviewing the recent capital projects completed it is apparent that housing is the predominant capital project undertaken by all bands from year to year. The bands surveyed identified an ever increasing need for housing, but indicated that the capital allotted for housing has not increased accordingly. Most bands consider their past performance as a determining factor in receiving capital funds. Historic funding trends are somehow related to future band capital allocation. Most voiced disapproval over the 'static' manner in which funds are allocated from year to year: and consider this a major factor in continuing capital shortfall.

Furthermore, most bands expressed concern over limited funding available for the replacement of dilapidated homes and infrastructure (such as watermains, roads, wells, sewers). Generally speaking, bands are of the opinion that DIAND will fund new capital projects but are less concerned with the upgrade or reconstruction of deteriorated structures. However, we note that DIAND has identified a responsibility on the part of bands to maintain their housing and infrastructure to an acceptable level, and assumes part of the financial burden by allocating yearly operation and maintenance funding for bands to carry this out. In addition, the bands have responded by pointing out that in endeavoring to reach a standard of living comparable to non-Indian peoples, operation/maintenance funding is too modest to maintain and/or restore existing capital assets and facilities.

Some bands have expressed a desire to divert funding from one project area to another to provide funding for reconstruction. Under the present Capital Management Program bands are restricted in the degree to which funds can be diverted from one project to another. Most bands indicated dissatisfaction over the manner in

which DIAND restricts how capital funds are disbursed. Generally, bands have indicated a desire to be responsible for the allocation of all funds in their jurisdiction.

Projects such as flood control and wells are continuing priorities for bands in specific environmental and geographic areas. The need for wells or flood control are not related to the size of the band or proximity to an urban centre. It is apparent that a low standard of living experienced in Indian communities may be only partially related to its remoteness. More important to appreciate is the inadequate funding allocated for specific band needs that are the result of particular geographic or environmental factors.

Where proximity to urban areas has given bands an advantage over rural or remote bands is with regards to leased commercial lands. For example, the Campbell River and Musqueam bands derive large revenues from leased land. Such revenues are not necessarily distributed for the benefit of the entire band, nor are they easily accessible for infrastructure expenditures.

Principally, the development of subdivisions and construction of housing will continue to remain the two most important priorities for all bands. But what the number three and four priorities varied from band to band. The diversity of the B.C. and Yukon environment, and the diversity of Indian cultures throughout both provinces, highlights the complexity of either a consolidated national or even regional prioritization of capital expenditures on reserve. It is our conclusion that bands are at varying levels of administration, planning and development provincially and territorially. These differences are directly related to the band's administrative resources and skills base and the political acumen of the band/tribal council than it is related to the size of the band or its proximity to an urban centre.

2.1.1 Planning Process

The Community Plan

Only half the bands surveyed had prepared a community plan (Table 6): four in urban areas, two in rural areas, and one in remote areas. In most instances an outside consultant/engineer was used. DIAND had an advisory role in the actual preparation of the community plan in 6 cases. On completion of the plan, however, a DIAND representative would review the plan, offer comments, and retain a copy on file. Generally, the community plan contained information relating to population forecasts, housing forecasts, the designation of land uses, establishing land claims, and prioritizing band development goals. Overtime we noted a common weakness in community infrastructure planning. It was acknowledged by many bands that they have been either unable or reluctant to revise the plan: often because they did not consider the community plan an important part of the capital allocation delivery process or it had never been used, once drafted. On one occasion, a band representative argued that the cost of preparing a community plan with a consultant exceeded the cost of providing bank protection: the major community concern affecting several residential lots. In summary, community plans, where drafted, appeared rarely to impact on planning decisions overtime. None were actively in use, and it was evident that little reference was made to their findings.

The Capital Plan

The Capital Planning Process has been used by Indian bands to identify, substantiate and prioritize community needs for capital facilities. As noted earlier, the utilization of a community plan in the preparation of the capital plan has not been substantial. In some cases the capital plan served the

function of a community plan as well. The capital plan was generally considered the integral component in receiving capital funding from DIAND. Unlike the community plan, most bands consider the preparation of the capital plan an important tool in the overall development of the band. Only three bands interviewed have not prepared a capital plan: of those one was in an urban area (population 400), and two were in rural areas (populations 50 and 200 respectively). As a rule, bands consider a detailed capital plan as a means by which they can accrue sufficient funding.

Of the twenty-one bands interviewed eighteen have prepared a capital plan. In most cases a consultant has been retained by DIAND. Otherwise, the band manager or administrator has been responsible for the preparation of the capital plan. In all cases the capital plan is prepared under the direction of the band or tribal council. Bands which prepare their own capital plan often rely on DIAND or outside engineers to provide the cost estimations. Except for those bands under the Alternative Funding Arrangement DIAND tries to provide guidance for all bands.

In recent years, at the district level, DIAND has not provided the same level of assistance as they had in the past. Due to downsizing of district offices, in some instances tribal organizations have been expected to take over much of the role currently filled by DIAND Technical Services engineers. The capability to evaluate the cost estimating of proposed projects, and to execute projects under construction, has been identified by a number of bands as a continuing source of concern. They have little independent guidance to evaluate consultant recommendations. Under present staffing at the band level, there is a lack of qualified people and funding to offer technical and planning support necessary for sound administrative organization of the band. This is mostly

related to the small size of Indian bands. At present, most band administrators and general managers not only oversee the Capital Planning Process, but are also responsible for public inquiries, liaison with DIAND, and other band related matters. The planning and technical expertise to prepare and maintain both a community plan and capital plan, in addition to the responsibility of ensuring proper administration of the band, is difficult under present band staffing with all bands interviewed.

2.1.2 The three planning areas of Capital Allocation: Housing, Community Infrastructure, and Education Assets and Facilities

Of the bands which have prepared a capital plan most have incorporated all three areas of capital funding in their capital plan (Table 7). In some instances bands have not included education assets and facilities. These bands have indicated that the public school system serves their band's needs effectively. Most of those surveyed alluded to recent educational reductions by DIAND, and complained that this has had a detrimental affect on providing post-secondary training to their membership. Typically, band members request the following education requirements: occupational skills, management and computer training, along with formal post-secondary training at the University and College level.

To identify housing needs most bands have developed a system whereby band members submit a housing request application form to the band manager. In turn, the applicant is placed on a waiting list until such time as housing can be provided. Often the waiting list exceeds five years. Most capital plans identify housing needs, and establish priorities and a timeframe for meeting these needs.

For housing operation and maintenance needs most bands use a consultant to prepare an annual budget. Otherwise, need is determined from band members requests, or band managers/administrators will inspect existing housing stock to determine housing O & M needs for the upcoming year. This will then be adopted into the capital plan. Most bands view the funding received for O & M needs as not adequate to meet the needs of the community, and with housing stock steadily increasing from year to year, O & M funding has not been adjusted accordingly.

Community infrastructure needs are determined by the band or tribal council. Prior to the construction of new housing, bands must prepare a suitable site for a subdivision. Estimates for this are provided by consultant/engineers or DIAND Technical Services. In one year, for example, some bands have serviced lots for an entire subdivision and will proceed to phase the houses in over a five to ten year timeframe. For bands in remote areas this has been successful.

As a cautionary note, all the bands surveyed have indicated that it is impossible to determine how long infrastructure can be maintained before it needs to be replaced. The present capital planning process does not provide for funding on a long term basis, that would allow bands to plan for the replacement of such infrastructure, but instead operation and maintenance funding is allocated on a yearly basis to cover the cost of upkeep.

Bands have indicated that O & M funding is determined by a funding formulae (based on linear foot of existing sewers, watermains, drainage, and hydro lines). Some bands have complained that the present funding formula does not reflect what the band may really need. Most bands have required funding for capital repairs to deteriorated water supply, sewers, electrification, and drainage. Bands have suggested

that improvements to existing infrastructure are not funded by DIAND, and therefore they must allocate capital funding for reconstruction projects.

With regard to educational facilities and assets most bands interviewed use the public school system. The Lakalzap Indian Band, however, has been successfully operating an Indian operated school system within their tribal council for many years. The random sampling, by chance, picked bands who, for the most part, were located close to urban or suburban centres. Some bands have indicated an interest in having on-reserve education facilities, but admit that demand would not warrant this. In one instance, band members of school age are sent off reserve. In recent years, most bands have witnessed an increase in the number of requests for post-secondary education, occupational skills, management and computer training. The ability to respond to these requests varied from band to band.

2.1.3 Execution of Plan

At the band level, the execution of the plan is carried out, in most cases, by the same person who developed the capital plan, or advised the consultants (Table 8). Most bands have on-reserve construction crews. All bands monitor capital projects through a project manager: who may be either the contractor, a consultant, a DIAND technical services representative, or the band general manager/administrator. Projects are monitored through to completion, and in the case of CMHC assisted housing, a CMHC representative will inspect the completed structure.

Some of those interviewed candidly stated that Indian leaders are not always viewed by their membership as responsible or responsive. Some bands have remarked that a band can be

controlled by the decisions of one or two large families. One band within a tribal council raised concern over the relative control the tribal council holds over establishing and monitoring band priorities and need identification.

In the case of tribal councils, member bands determine internally which projects should be pursued in each fiscal year. For example, one band within a tribal council may require an extensive subdivision and if the tribal council agrees this project will receive number one priority. The tribal council is then responsible for execution and monitoring of the proposed plan.

Of special concern to those bands in remote areas is the 'phasing' of capital projects. Often, the capital allocation for subdivision servicing is limited and many bands are required to phase such projects over two or possibly three years. The costs related to bringing such equipment and crews to remote areas - more than one time - increases the cost for completion in excess of the initial cost estimate, and seriously limits their willingness to develop projects in this way. More importantly, bands find it difficult to balance budgets; bring projects in on time; and under-budget with phased work.

Most bands have indicated that a reduction in the estimated capital cost or over-budgeting during construction of a large project requires the band to phase a project into the next fiscal year. Consequently, projects such as servicing a subdivision may take 2-3 years; with costs - in remote areas - exceeding what they should be if crews could complete the job in one time period. In remote areas phasing requires a band to keep one project as a number one priority in their capital plan for more than one year.

The capital planning process has successfully trained bands to document their needs. When funds are allocated some bands have not been careful during the execution and monitoring stage to achieve capital program objectives. The cost estimates for a project are often under-estimated, sometimes due to an error on the part of a consultant/engineer, or there has been a misinterpretation or misunderstanding of what the band requires. Sometimes, during the execution phase of the project, band preliminary budgets have been exceeded. For all these reasons, most bands have not been able to complete capital projects on time. It can be concluded that bands have been successful in determining their need, but more planning and project control is required during the cost estimation and construction of projects. In turn, where a band has been able to use on-reserve construction crews, and has not been phased over time, implementation has been prompt. In some instances, bands have neglected the monitoring phase, often bands consider it enough that the project has been completed.

2.2 THE EXTENT TO WHICH THESE PROCEDURES MEET THE OBJECTIVES AND PRIORITIES FOR WHICH THEY ARE DESIGNED

Under the three planning areas of capital allocation some bands interviewed have not been able to begin and/or complete projects that were planned for this year. Of major concern have been the extension of servicing to complete subdivisions and the construction of satisfactory housing for band members who have made housing requests. Depending on geographic or environmental considerations some bands have an immediate need for wells, flood control, new watermains, and renovations to housing stock and infrastructure.

When asked to comment on whether there were other projects required for the purpose of health, safety, or other projects most bands either reiterated their needs for the upcoming year or identified

projects that would become priorities in the years to come. Principally, bands viewed sewage disposal, flood control, cleaning and restoration of watermain, fire protection, provision of water, and special needs such as group homes as of primary importance. All these projects were considered urgent, but the bands will only attempt to implement them when DIAND funds become available.

It was generally agreed by those surveyed that DIAND is aware of specific band needs; however, for budgetary reasons the District office will reevaluate a band's capital plan to correspond to internal DIAND budgetary limitations. Some band administrators have suggested that the DIAND capital plan for each district is predetermined by Treasury Board. Further, there is ambiguity among the bands on the procedure by which DIAND priorities are established, and in turn how priorities are interpreted to the Region and then translated to the District level. This may be the reason for the widespread interest which bands have openly articulated concerning the Alternative Funding Arrangement.

It is generally understood by those surveyed that a capital plan is effective for internal band monitoring and documentation. In addition, most bands have agreed that the capital plan contributes to financial planning, both for the short and long term goals of the band. Conversely, the capital planning process may falsely raise the hopes and expectations of the band. Often bands consider their priorities to be overshadowed by national or regional priorities and budgetary constraints at the district level. Bands are of the opinion that there is no provision for increasing capital budgets even when need has been identified. Some bands have suggested that the present DIAND allocation process has limited the scope of issues bands would like to address in their capital plan. Some bands question whether their specific needs are addressed in the DIAND capital plan, and they have also complained that capital funds are refused with no reason from DIAND. Most bands have suggested that a uniform or per capita funding formula would be ineffectual for the

majority of B.C. and Yukon bands. But have advocated that each band be assessed dollars based on need.

2.3 OPTIONS FOR IMPROVEMENTS

The bands surveyed in both B.C. and the Yukon were pleased to offer suggestions to improve the Capital Planning Process. The following recommendations take into consideration the suggestions raised by the band representatives during the interview process.

Primarily, our recommendations focus in large part on the level of administration, planning and development which varies provincially and territorially.

Before reviewing the recommendations two qualifications can be raised. Firstly, both B.C. and Yukon regions have unique environmental and geographic features which make national policies hard to deliver to on-reserve communities. Secondly, due to the varying level of development among bands in both B.C. and the Yukon it is difficult to identify anything beyond housing as a categorical priority for all bands.

Some bands have emphasized flood control, the need for roads, fire protection, provision of water, and sewage disposal as priorities. However, the need for these differs according to the interdependence a band has fostered with the community around them.

Some bands have a strong dependence on the community, utilizing municipal services, and education facilities. Many bands have realized a benefit from becoming active economic participants in the region, and generate large revenues from diverse commercial activities. These bands have been successful in developing a resource base and have a solid administrative/management organization in place. Some bands have initiated economic

development programs through which they are generating additional revenues to assist in band economic development.

Other bands have not attained such a level of economic development, and their ability to facilitate program management and to support financial control is - on the whole - ineffectual. For these bands the downsizing of district offices is having a negative effect. Until their administrative/management organization and band development has reached some defined status quo, DIAND should continue to establish minimum funding requirements, and a minimum level of advisory services for technical services as cost estimation and planning. In addition, provisions should be included in the present capital management program to expand the monitoring and accountability process to both the band membership and/or the other bands within the tribal council, and even extend this to the bands in the district.

Most bands cited insufficient funding as the predominant reason for band infrastructure and building needs not being realized. Some bands consider themselves to always be in a 'catching up' position, and indicated that if they could reach a standard of living comparable with non-Indian communities, self-government may be attained. As a first step, some bands may be given the control over the present allocation of funding. This may be a logical option as most bands have appeared enthusiastic to enter into negotiations for the Alternative Funding Arrangement.

Under the present allocation delivery process, there is an extreme time lag between need identification and implementation. This does not enable Indian councils to plan programs with relative certainty that funds will be available. As a result, planning appears to be informal and only one year capital planning targets are realistic. It is our recommendation that the present restriction on capital targets should be reviewed to allow bands to undertake long range planning goals.

At present the capital plan is somewhat limited in scope. Some provision could be made to use the capital plan for economic development programs for the bands. If this were attempted, one option may be to incorporate a more detailed strategy for post-secondary training. Principally, this should be done to prepare bands for 'self-government'. 'Self-government' could be necessitated through the following programs: educational schemes such as university, college, occupational skills, and computer training; or apprenticeship programs either with journeymen tradesmen or with mining and logging companies; and economic development programs ranging from fishing and fish hatcheries to trapping and mining.

SUMMARY CONCLUSIONS

The following is a point form review of the main themes drawn from the interview process and suggestions for improvement.

- Historic funding has been an inappropriate mechanism to determine band needs.
- The planning process is rarely used, not monitored, and not modified over time.
- There is insufficient money available at the district level for bands to execute their capital plan, which has a disruptive effect on the capital planning process.
- The human resource skills base, at the band level, is inadequate in some cases to administer budget.
- Once budget is determined or approved, extensive delays in allocation disrupt execution of capital plan.

Summary Suggestions for Improvements

- Increased technical services to assist band in preparation and cost estimating of capital projects.
- To assist bands in achieving a 'status quo' level of development provide increased funding.
- Provide increased funding for job training and management skills training.

The funding of capital projects plays a significant role in the overall development of Indian bands. In all cases it is the single most important source of on-reserve funding (outside of CMHC programs). It may be beneficial to establish some (status quo) development standards which all bands should be able to reach over the next five years.

APPENDIX

**LOCATIONAL DISTRIBUTION OF SURVEY SAMPLE
(TABLE 1)**

	Urban	Rural	Remote
Bonaparte		x	
Campbell River	x		
Cape Mudge		x	
Cowichan	x		
Hesquiaht		x	
Kitamaat	x		
Kitasoo			x
Kitsumkalum	x		
Kitwancool		x	
Lakahahmen		x	
Lakalzap			x
Lilooet		x	
Metlakatla		x	
Musqueam	x		
Necoslie		x	
Neskainlith		x	
Old Crow, N.W.T.			x
Skidegate			x
Tahltan			x
Tsartlip	x		
Ucluelet		x	
<hr/>			
TOTAL	6	10	5

INTRODUCTION

OPERATION/MANAGEMENT PROFILE
(TABLE 2)

	Knowledgeable Administrator	Extensive use of Computers	Well Trained Staff	Powerful Council
Bonaparte	Yes	Yes	Yes	Yes
Campbell River	Yes	Yes	Yes	Yes
Cape Mudge	Yes	Yes	Yes	Yes
Cowichan	Yes	Yes	Yes	No
Hesquiaht	Yes	Yes	Yes	Yes
Kitamaat	Yes	Yes	Yes	No
Kitasoo	Yes	Yes	Yes	Yes
Kitsumkalum	Yes	Yes	Yes	Yes
Kitwancool	No	No	No	No
Lakahahmen	No	No	No	No
Lakalzap	Yes	Yes	Yes	Yes
Lilloet	No	No	No	No
Metlakatla	No	No	No	No
Musqueam	Yes	No	Yes	Yes
Necoslie	Yes	Yes	Yes	Yes
Neskainlith	No	No	No	No
Old Crow, N.W.T.	Yes	Yes	Yes	No
Skidegate	Yes	No	Yes	Yes
Tahltan	Yes	Yes	Yes	Yes
Tsartlip	Yes	Yes	Yes	Yes
Ucluelet	Yes	Yes	Yes	Yes

**RECENT CAPITAL PROJECTS
(TABLE 3)**

	Urban	Rural	Remote
- housing	6	10	5
- flood control	1	1	-
- services,sewers	6	8	5
- wells	1	5	-
- administrative	1	2	1
- education	2	2	2

**MAJOR CAPITAL PROJECTS UNDERWAY
(TABLE 4)**

	Urban	Rural	Remote
- housing	6	10	5
- flood control	3	-	-
- services,sewers	4	3	3
- wells	1	1	1
- administrative	-	-	-
- education	-	-	-

**REMAINING CAPITAL PROJECTS FOR NEXT YEAR
(TABLE 5)**

	Urban	Rural	Remote
- housing	6	10	5
- flood control	2	1	1
- services,sewers	4	8	3
- wells	-	3	3
- administrative	-	1	-
- education	1	2	-

THE PLANNING PROCESS

THE COMMUNITY PLAN (TABLE 6)

- Community plan preparation:
 - prepared 10 bands
 - not prepared 11 bands

- Prepared by:
 - consultant 9 bands
 - administrator 1 band

- Band input:
 - band/tribal council 8 bands
 - band members 2 bands

- What does it include:
 - priorities 3 bands
 - land uses 8 bands
 - population forecasts 5 bands
 - housing forecasts 2 bands
 - land surveying 3 bands

- DIAND assistance
 - no assistance 4 bands
 - full assistance 2 bands
 - partial assistance 4 bands

THE PLANNING PROCESS

THE CAPITAL PLAN (TABLE 7)

- Capital plan preparation:
 - prepared 18 bands
 - not prepared 3 bands
- Prepared by:
 - consultant 10 bands
 - administrator 5 bands
 - band/tribal council 3 bands
- Does DIAND review plan
 - prior to final draft 5 bands
 - upon completion 18 bands
- DIAND assistance
 - no assistance 10 bands
 - partial assistance 3 bands
 - full assistance 5 bands
- At the band level who is responsible for the capital plan:
 - administrator 15 bands
 - chief 3 bands
- Other responsibilities of this person:
 - liaison with
 - DIAND 18 bands
 - Band 18 bands
 - training of staff 6 bands
- Which areas are covered in capital plan
 - Housing 18 bands
 - Community infrastructure 18 bands
 - Education 15 bands

**EXECUTION AND MONITORING OF CAPITAL PLANS
(TABLE 8)**

- What capital target is used
 - 1 year 12 bands
 - 1 to 3 years 1 band
 - 5 years 5 bands

- Individual responsible for executing the plan
 - administrator 15 bands
 - band/tribal council 3 bands

- Monitoring execution
 - each project monitored 18 bands
 - projects not monitored 0 band

- Method of monitoring
 - report to council 18 bands
 - at general assembly 12 bands
 - newsletter to band 10 bands
 - particulars not provided 0 band

- Frequency of monitoring
 - through to project completion 15 bands
 - periodically 3 bands

- Assistance provided during execution phase
 - assistance received 12 bands
 - no assistance received 3 bands
 - particulars not provided 3 bands

- Source of assistance
 - DIAND 4 bands
 - consultants 14 bands
 - other government 0 band

**BAND'S UNDERSTANDING OF THE PLANNING PROCESS
(TABLE 9)**

- Perceived impact of the band's capital plan on the DIAND capital plan
 - no impact 2 bands
 - some impact 4 bands
 - serves as basis of DIAND capital plan 12 bands

- Band's understanding of DIAND capital program plan objectives
 - familiar with objectives 12 bands
 - some knowledge 6 bands

- Band's understanding of DIAND capital plan approval process
 - familiar with process 12 bands
 - some knowledge 6 bands

- Matching of DIAND funding and band priorities
 - project funding matches priorities 2 bands
 - matches priorities but insufficient 16 bands

- DIAND awareness of band objectives and priorities
 - DIAND aware 16 bands
 - DIAND unaware 2 bands

- DIAND consideration of band needs
 - DIAND considers band needs 5 bands
 - DIAND considers, but does not respond 13 bands

- Band understanding of fund allocation
 - band understands 16 bands
 - band does not understand 2 bands

- Funds allocated according to plan
 - funds are allocated according to plan 18 bands
 - funds are used for other priorities 0 band

HOUSING, INFRASTRUCTURE AND EDUCATION FACILITIES
(TABLE 10)

- In the capital plan housing reportedly addresses the following:
 - priorities 18 bands
 - objectives 18 bands
 - awareness of housing program 6 bands
 - rent and fee management 4 bands
 - overall housing management 18 bands
 - prolonging house life 16 bands
 - identification of housing need 18 bands
 - solving housing shortages 18 bands
 - providing adequate housing 18 bands
 - maintenance 16 bands
 - other 6 bands

- Determination of band housing need
 - band member input 18 bands
 - observation by council 18 bands
 - band administration 18 bands

- Determination of housing maintenance requirements
 - consultant reports 16 bands
 - individual requests 16 bands
 - band administration determination 18 bands

- In the capital plan community infrastructure requirements were detailed as follows
 - priorities 18 bands
 - objectives 18 bands
 - needs 18 bands
 - provision of technical training 4 bands
 - maintenance requirement 16 bands
 - other 6 bands

- Determination of infrastructure needs
 - consultant feasibility studies 16 bands
 - DIAND technical services advice 12 bands

- **Determination of infrastructure maintenance requirements**

- government formula 18 bands
- consultant feasibility studies 12 bands
- DIAND technical services advice 12 bands

- **Education**

- priorities 15 bands
- objectives 15 bands
- maintenance requirement assessment 5 bands
- post-secondary requests 15 bands

BAND REPRESENTATIVES

Old Crow Indian Band
Ms. Renee Frost

Bonaparte Indian Band
Ms. Verna Billy

Campbell River Indian Band
Mrs. Priscilla Henderson

Cape Mudge Indian Band
Mr. Don Assu

Cowichan Indian Band
Mr. Fred George

Hesquiaht Indian Band
Mr. Danny Watts

Kitamaat Indian Band
Mr. Ken Hodgins

Kitasoo Indian Band
Mr. Percy Starr

Kitsumkalum Indian Band
Mr. Stu Hubbard

Kitwancool Indian Band
Ms. Elizabeth Tate

Lakahahmen Indian Band
Ms. Susan Lewis

Lilooet Indian Band
Ms. Shelley Mellows

Metlakatla Indian Band
Ms. Francis Reese

Musqueam Indian Band
Mr. Glen Guerin

Necoslie Indian Band
Mr. Leonard Thomas

Neskainlith Indian Band
Mr. Roc Denault

Skidegate Indian Band
Mr. Tom Greene

Tahltan Indian Band
Mr. Ron Carlick

Tsartlip Indian Band
Mr. David Paul

Ucluelet Indian Band
Mr. Dan Legg

Lakalzap Indian Band
Mr. Kevin McKay

Notes sur les œuvres

Les habitants de la Côte Ouest

(Photo en bas à gauche)

Les Indiens qui demeurent présentement le long de la Côte Ouest du Canada sont de la même descendance d'habiles marins qui ont navigué sur l'océan du Nord Pacifique, bien avant l'arrivée des Européens, dans des canots taillés à la main. Afin d'assurer leur subsistance, ces habitants affrontaient quotidiennement les risques d'une région fréquemment appelée le "cimetière marin du Pacifique". Le "Westcoasters" est un hommage visuel pittoresque à la volonté indomptable et courageuse des habitants de la Côte Ouest.

et sur les artistes ...

Roy Henry Vickers

Roy Henry Vickers, un Tsimshian de la Côte, a passé son enfance à Kitkatla, un ancien village Indien situé sur une île à l'embouchure de la rivière Skeena en Colombie-Britannique. Plus tard, sa famille s'installa dans la région de Victoria où il suivit des classes d'art. Il ne pouvait pas comprendre les peintres européens et les "grands maîtres". Ainsi donc, il se tourna vers l'art de son patrimoine Tsimshian et c'est ici qu'il découvrit sa créativité.

Dans peu de temps, ses œuvres d'art donnèrent de grandes espérances et il fut admis à l'institution "Gitanmax School or Northwest Coast Indian Art" à Ksan, Hazelton en Colombie-Britannique. Suite à deux années d'études sérieuses à Gitanmax, Roy a évolué en un artiste de forte compétence et possédant une aptitude prononcée à sensiblement marier les formes contemporaines et traditionnelles. (Roy est aussi un talentueux conférencier à l'Université et acteur de télévision.) Ses sculptures et peintures font partie des grandes collections publiques et privées au Canada, aux États-Unis et au Japon.

Creation

(Photo du milieu)

Si nous utilisons les paroles de cet artiste "... les créations significatives sont guidées par les œuvres du Créateur et sont considérées sacrées. C'est de la nature que les peuples autochtones adoptent le symbolisme." Ainsi, la "Création" devint la première de ses peintures Iroquoises. C'est un œuvre qui décrit en symboles physiques une vision d'anciens concepts spirituels Iroquois : l'Île Tortue — la Terre, le Grand Arbre de la Paix — Fraternité et Unité, l'Aigle Gardien — le Gardiennage du Créateur, et le Soleil — notre Frère Aîné.

Arnold Jacobs

Arnold Jacobs est un artiste Iroquois des Six Nations qui se révèle en tant qu'interprète et historien de la culture abondante de son peuple. Suite à ses études en art spécialisé à l'école Central Technical de Toronto, Arnold continua de développer ses techniques distinctes au cours de treize ans d'expérience dans le domaine de l'art commercial. Ses travaux sont reconnus au niveau international.

L'expression créative d'Arnold est centrée sur les symboles de la terre et du ciel — tels que les eaux, les quatre vents, le tonnerre et le soleil. Pour lui, ces éléments et phénomènes vitaux sont aussi des forces spirituelles qui devraient nous inspirer une juste reconnaissance au Créateur.

*Traduction:

"... meaningful traditions are governed by the works of the Creator, and are believed to be sacred. It is from nature that the Native peoples adopt symbolism."

"The Goose and the Mink"

(Photo en haut à droite)

L'oie et la martre du Nord offrent une représentation vive symbolisant la lutte interminable et universelle entre le bien et le mal, les forces de la vie et de la mort.

Nous voyons dans la création animée et inanimée — dans celle de la proie et du prédateur ainsi que dans les variations entre les soleils éclairci et obscurci — une accentuation du conflit continuuel entre ces forces et le sentier qui les divise.

Jackson Beardy

Jackson Beardy est le cinquième fils d'une famille de 13 dans la communauté indienne isolée d'Island Lake quelques 600 kilomètres au nord de Winnipeg au Manitoba.

À l'âge de 7 ans, il fut privé de son chez-lui et de son langage et passa douze années désorientées et traumatisantes dans un pensionnat. Jackson a donc vécu son adolescence à lutter pour se réconcilier avec les deux mondes des indiens et des blancs. C'est à ce temps-là qu'il partit vers le Nord en vue de réapprendre les usages et les préceptes de son peuple.

Plus tard, méconnu et ne connaissant aucun autre artiste Indien au Canada, il développa une forme d'art particulière décrivant les légendes traditionnelles et la nature en images créatives, symboliques et d'une coloration unique. Avec le temps, ses peintures ont pris place parmi les collections reconnues à travers l'Amérique du Nord et l'Europe. Sa mort récente en décembre 1984 fut une perte déplorable pour le Canada.