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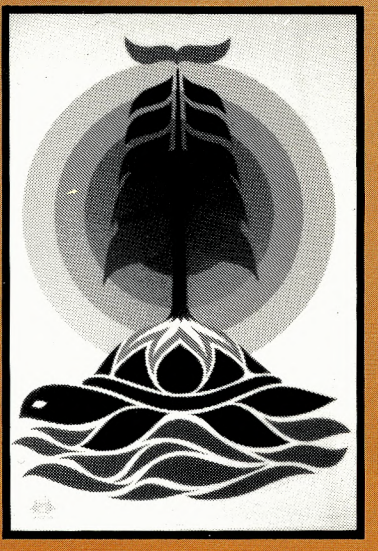

Planning Report for the Evaluation of Self-Government Negotiations

Canada

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.

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 watchcare, and the Sun — our Elder Brother.

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.

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.

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.

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.

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Evaluation Directorate
Department of Indian Affairs and Northern Development

October 1989

Planning Report for the Evaluation of Self-Government Negotiations

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1. INTRODUCTION

1.1 Purpose of the Report

This report outlines a plan for evaluating the Self-Government Negotiations (SGN) process which consists of the contributions for the Planning and Development of Community Based Self-Government, and funding for Self-Government Negotiations. It includes a brief description of the programs, their activities, funding procedures, the issues and questions that will be raised by the evaluation, and the methodologies proposed to address these questions.

1.2 Purpose of the Evaluation

Indian and Northern Affairs has undertaken to submit to Treasury Board an evaluation of the success of the contributions for the Planning and Development of Community Based Self-Government and funding for Self-Government Negotiations with Indian and Inuit peoples. The evaluation of the funding for Self-Government Negotiations will be incorporated into a Cabinet submission on the future of the program.

In April 1989, the Departmental Audit and Evaluation Committee (DAEC) approved the the study as per the terms of reference presented in Appendix 1.

1.3 Approach

The evaluation will study the situation as of July 31, 1989. The evaluation will be directed by a Senior Evaluation Manager from DIAND and the field work will be conducted by consultants.

There will be a file review at Headquarters and interviews with representatives of Headquarters. All Regional Managers and Regional Director-Generals will be interviewed. There will also be phone interviews with representatives of 20 per cent of the communities which have conducted workshops and who are in the process of conducting workshops; with representatives of 25 per cent of the communities which have inactive proposals; with representatives of 25 per cent of the communities in the initial development proposal stage; with representatives of all the communities in the framework negotiations stage; with representatives of all the communities in the substantive negotiations stage; and with representatives of 10 per cent of all bands who have not entered into SGN.

Consultants will be hired to undertake file reviews in three regions, and to conduct four case studies involving the four oldest contribution arrangements in Canada. These case studies will involve

a file review at the band offices and at the regional offices of DIAND, as well as interviews with band representatives, band members, and staff of the regional offices.

For more information on the methodologies to be used in the evaluation, see the section on questions and methodologies in this report.

2. SELF-GOVERNMENT NEGOTIATIONS PROFILE

2.1 Background

In October 1983, the Special Committee on Indian Self-Government submitted its report (the Penner report) which recommended that a new relationship be established between the federal government and Indian communities. According to the Committee, the prerequisite for this new relationship is the constitutional recognition of Indian rights to self-government. In the meantime, it was recommended that steps be taken to introduce legislation that would lead to the maximum possible degree of self-government immediately.

On November 7, 1985 Cabinet authorized the development of new arrangements for community self-government which involve arrangements beyond the present limits of the Indian Act. The process which leads to community self-government arrangements involves the development of specific community self-government proposals and their subsequent negotiation. On May 14, 1987 technical authorities for the implementation of the Planning and Development stage of the process were approved by Treasury Board. The second stage, which involves Self-Government Negotiations, was approved by Treasury Board on June 26, 1987. Terms and conditions for the management of the contribution agreements are contained in the Memorandums of Understanding (MoU) between the Minister and the Treasury Board. Authority was given to implement the community self-government process with eligible Indian communities commencing in 1986-1987.

Contributions for the Planning and Development of Community Based Self-Government assist communities in developing self-government proposals and terms of reference for substantive negotiations. Contributions for the funding of Self-Government Negotiations cover the costs associated with substantive negotiations and implementation of self-government arrangements.

The types of allowable expenditures are flexible and will be specified in the contribution agreements for each respective stage. These may include:

- professional services, including negotiators;
- research and preparation;
- administration, including interpretation and translation; and,
- consultation, including travel.

Community self-government is optional. Only those proposals that require new arrangements beyond the present limits of the Indian Act are referred to community negotiations. Communities are free to develop their own Indian government models within the broad parameters of existing constitutional principles and government practices.

The scope of subject matters for negotiations are broad. However, the inclusion of certain items is considered to be essential. Table 1 shows the subject matters that must be dealt with in community self-government negotiations.

2.2 Objectives

The objective of Self-Government Negotiations is to establish a new relationship between the federal government and Indian communities, which is based on increased community control and self-reliance. Both the development stage and substantive negotiations stage of the self government negotiations process contain specific objectives toward this end.

As stated in the MoU of May 14, 1987, the objectives of the contributions for the **Planning and Development of Community Based Self-Government** are:

a) to increase policy consultation on aspects of self-government;

b) to assist Indian communities in developing their own approaches to self-government through the provision of funding for workshops, conferences, educational and background materials relevant to the development of self-government proposals; and

c) to assist recipients in the preparation of terms of reference for substantive negotiations.

As stated in the MoU of June 26, 1987 the objectives of the program funding for **Self-Government Negotiations** are:

a) to reach agreement on practical arrangements for self-government in Indian communities;

Table 1

SUBJECT MATTERS FOR INCLUSION IN SELF-GOVERNMENT NEGOTIATIONS

SUBJECT MATTER	REQUIREMENTS
1. Legal Structure and Capacity	• how the community proposes to become a legal entity • legal capacity of the new entity and means to exercise its powers
2. Structure/Procedures of Government	• proposed institutions and their functions and responsibilities • accountability provisions between government and its membership • procedures for selecting and removing leaders • amending procedures
3. Membership	• rules and procedures for identifying membership
4. Management of Lands & Resources	• administrative mechanisms, rules and procedures for land management and ownership
5. Financial Arrangements	• delineation of financial powers • agreement on funding arrangements • financial accountability mechanisms
6. Indian Act Application	• Act will continue to apply except where it is inconsistent with self-government arrangements • Act will apply for determining which members of the community are Indians
7. Implementation Plan	• A plan for implementing agreement will be prepared

b) to cover the costs associated with the participation of Indian communities in the negotiation of self-government arrangements; and

c) legislation, or other self-government arrangements or authorities, which reflects the diverse needs, traditions and cultures of Indian peoples.

These objectives are accomplished through a set of activities leading to community-specific self-government agreements as well as an implementation plan and related financial arrangements.

2.3 Activities

There are two stages of activities related to the negotiation of a community based self-government agreement. The first stage of the process, the Planning and Development of Community Based Self-Government, is related to the development work of the initial framework agreement. This framework agreement provides the basis for the second stage of the process, Self-Government Negotiations, which involves both substantive negotiations and an implementation plan.

Charts 1 and 2 give more information on the two main activities of the process and their associated sub-activities, the work involved, and the objectives of each step.

2.3.1 Planning and Development of Community Based Self-Government

This phase of the SGN process is a shared responsibility between Indian communities and the Department. The process is a community-initiated approach with clear lines of communication between the Department, the community, and its membership. Prior to beginning the lengthy process, the community first identifies its self-government goals and needs: what it is that they want to do and whether it can be done elsewhere. It is the role of the regional office of SGNB to facilitiate this identification of goals and needs.

There are three major sub-activities in the Planning and Development of Communityt Based Self-Government phase: community consultation and preparatory work, preliminary assessment, and framework negotiations.

2.3.1.1 Community Consultation and Preparatory Work

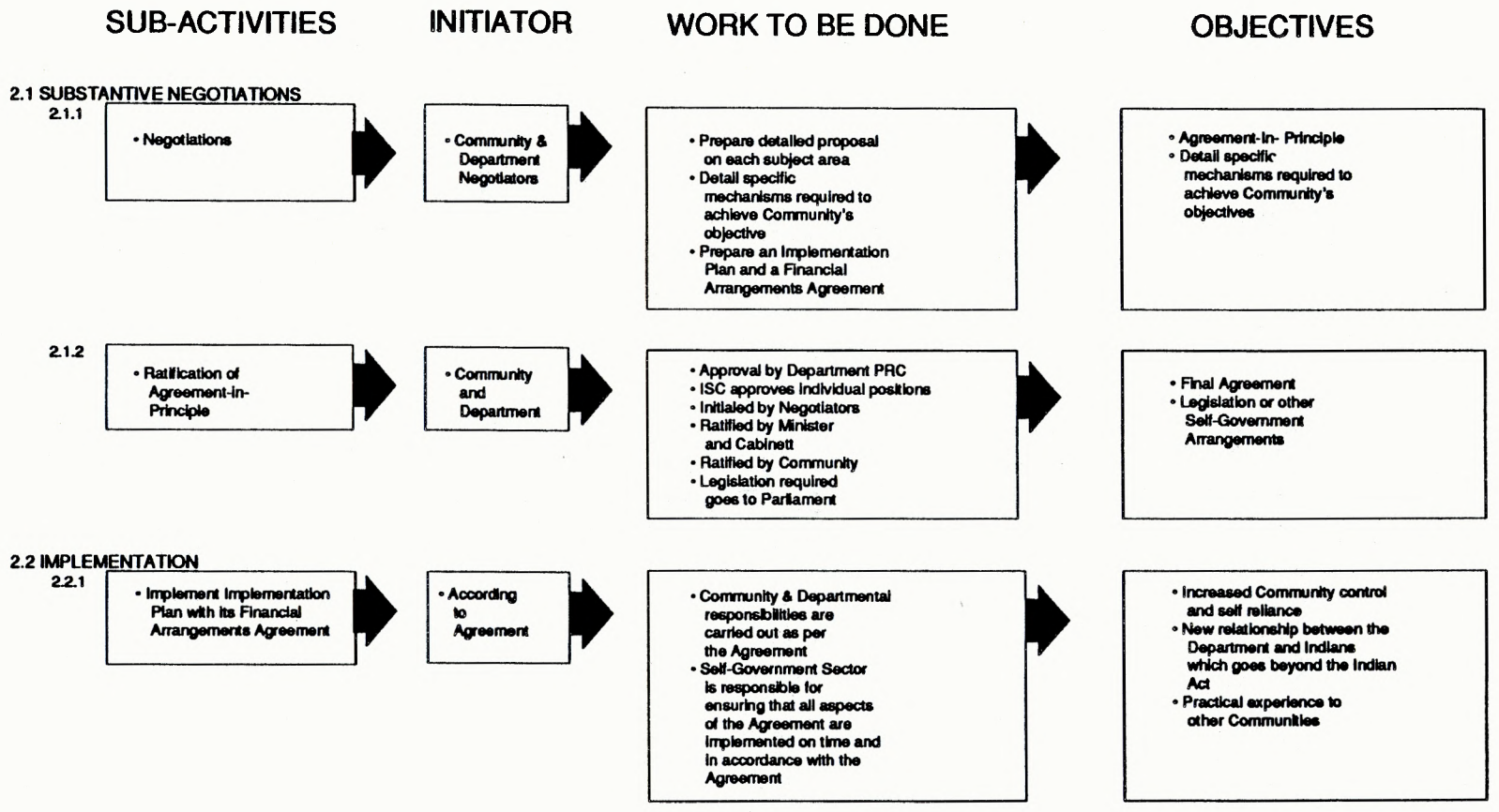
At this stage, general information, including an information kit on

PLANNING & DEVELOPMENT OF COMMUNITY BASED SELF-GOVERNMENT

SUB-ACTIVITIES	INITIATOR	WORK TO BE DONE	OBJECTIVES
1.1 COMMUNITY IDENTIFICATION			
1.1.1 • Community identifies its self-gov. goals & needs	• Requested by Community	• Community identifies goals/needs • Regional SGNB office facilitates identification process	• Identify the Community's needs and if they can be met by the program, or if they should be achieved elsewhere
1.2 COMMUNITY CONSULTATION AND PREPARATORY WORK			
1.2.1 • Orientation Sessions/ Workshops and General Information	• Requested by Community	• Community and Department participate in sessions • Department provides information upon request • Community uses sessions and information for developing initial Development Proposal which is submitted to the Department	• Submission of Band's initial Development Proposal • Increased knowledge of Self-Government and the process used to achieve it • Increased knowledge of Department's position on Self-Government
1.2.2 • Initial Proposal Development			
1.3 PRELIMINARY ASSESSMENT			
1.3.1 • Review Community's initial Development Proposal	• Requested by Community • Appropriate Process	• Department HQ and regional officials assess proposal with the Community • Assess all proposals that go beyond the Indian Act • Recommendations are made to the ADM Self-Government Branch to accept proposal, refer to more appropriate program, or request additional work	• Acceptance of Band into Community Self-Government Negotiations • Mutual assessment by both parties on the band's self-governing cabilities and the quality of the proposals for Self-Government
1.4 FRAMEWORK NEGOTIATIONS			
1.4.1 • Development of a Framework Proposal	• Community sets pace within reason	• Community prepares a Framework Proposal • Department assists upon request	• Band submission of a Framework Proposal which states their terms and conditions for future substantive negotiations
1.4.2 • Response to Community's Framework Proposal	• Department	• Department prepares a Discussion Paper and reviews it with the Community	• Mutually acceptable document which defines what will be negotiated
1.4.3 • Preparation of Draft Framework Agreement	• Department prepares with Community	• Consultation process within the Department (PRC) and with other Departments (ISC & ISC Working Group) • Consultation between Community and the Department	• Mutual agreement on the process, timeframe and agenda for substantive negotiations • Detailed outline of what will be addressed in each subject area • Identify all other parties to be involved: municipal, prov., etc.
1.4.4 • Ratification of Framework Agreement	• Mutual Acceptance	• Approved by Department PRC & the ISC • Signed by Minister • Ratified by the Community	• Signed Framework Agreement which specfies terms of reference for substantive negotiations

CHART #2

STAGE #2
SELF-GOVERNMENT NEGOTIATIONS



Indian Self-Government Community Negotiations, is provided to Indian communities upon request. Should the community express continued interest in the process, two other activities (orientation workshops and the writing of an initial development proposal) may occur at this stage.

Orientation workshops may be held at the community's request. During these workshops, staff from the Community Negotiations Directorate present the government's policy on self-government and the various options which are available to the community.
The community may subsequently undertake the writing of an initial development proposal. The purpose of this step is to assist communities in setting out their overall goals and aspirations in the area of self-government. It must, at minimum, be accompanied by a band council resolution to indicate support for the proposal and for entering the process. If sufficiently developed, this initial development proposal may constitute a framework submission.

2.3.1.2 Preliminary Assessment

If the initial development proposal is for new arrangements beyond the present limits of the Indian Act, it is referred to the Community Negotiations Directorate. As stated in the MoU of May 14, 1987, the selection of initial development proposals for entering the process is based on the following main criteria:

a) demonstrated community support for the initiative at various stages of the process;

b) the negotiation of schedules and financial and operating plans for completing each phase of the process;

c) the level of detail provided on community objectives and the ability to define, negotiate and manage the authorities being sought;

d) the compatibility of the proposed new authorities with the general guidelines for self-government established by Cabinet in November, 1985;

e) the practicality, feasibility, and cost requirements of the proposal;

f) the degree to which authorities currently available under the Indian Act have been assumed and are exercised;

g) the degree to which administrative responsibilities have been

assumed and are exercised;

h) the community's record of financial management; and

i) the practical experience which new self-government arrangements, based on the proposal, could provide for other communities in comparable circumstances.

This information on the selection criteria for entry of proposals into the community negotiations process and for development funding, is jointly assessed by Headquarters Community Negotiations Directorate staff and regional officials in consultation with the community. Following these consultations, a recommendation on how to respond to the initial proposal is made to the ADM, Self-Government Negotiations Branch (SGNB). Options include:

- recommending additional development work;
- finding that the initial proposal is outside the general mandate for self-government and referring the proposal (in whole or in part) to other more suitable Departmental processes; or
- proceeding with the development of a framework proposal for community-based negotiations.

2.3.1.3 Framework Negotiations

Once the preparatory work is done, and the community is accepted into the Community Negotiations Process, the next step in the development work phase is framework negotiations. This step consists of the development of a framework proposal and response in the form of a discussion paper, with the purpose of signing a draft framework agreement.

Within reason, the timing and pace of framework negotiations is determined by the community. A framework proposal is prepared by the community and is submitted to Department officials who will assist the community upon request. A framework proposal is the terms and conditions of future negotiations and should contain the following:

- an itemization of the authorities desired beyond the Indian Act;
- the proposed modifications to its governing structures and the new legislative arrangements sought to enable these changes;
- a workplan and budget for substantive negotiations; and
- the ratification process for any agreements.

Once completed, framework proposals are reviewed by the Self-Government Negotiations Branch at Headquarters and regional

officials in consultation with the community.

A discussion paper, which provides a preliminary response to the community's framework proposal, is then prepared by the Department. The discussion paper is reviewed in detail with the community and adjusted accordingly. The objective is to arrive at a mutually acceptable document which defines as clearly as possible what will be negotiated. Once general agreement has been reached on the discussion paper, a draft framework agreement for substantive negotiations is prepared. The discussion paper is attached as part of the framework agreement. This framework agreement includes:

- the agenda for negotiations;
- an outline of what will be addressed in each subject area as stated in the discussion paper;
- the process priority and time frame for negotiations;
- an identification of all parties required for negotiations (which may include other federal government departments and provincial governments);
- evidence of community support of the agreement; and
- the community's budget for future negotiations.

When the draft framework agreement is finalized, it is sent to the Program Review Committee (PRC), and the Working Group of the Inter Departmental Steering Committee (ISC-WG) for approval. If approved, it is then signed by the Minister of Indian Affairs. This represents a commitment to enter into negotiations on the part of the federal government. The community will also be expected to seek and secure a mandate from its members, through a referendum or any other method which provides evidence of a majority electorate support.

2.3.2 Self-Government Negotiations Stage

The Self-Government Negotiations stage is divided into two sub-activities: substantive negotiations and implementation.

2.3.2.1 Substantive Negotiations

The basis for substantive negotiations is the draft framework agreement. The negotiating team for the substantive negotiations consists of representatives of the Department (and representatives of other departments depending on the subject of negotiations) and representatives of the community. Substantive Negotiations result in an Agreement-in-Principle. This agreement details the responsibilities required of both parties, and includes an implementation plan and a financial arrangements agreement.

Final acceptance of the Agreement-in-Principle is conditional upon formal ratification by the community and the federal Cabinet. A referendum under the Indian Act, or some other mutually agreed upon ratification process, will be required to indicate community support.

2.3.2.2 Implementation

After formal ratification, the Agreement-in-Principle is signed by representatives of the community and the Minister of Indian Affairs and Northern Development. Any legislation required to give the agreement effect will proceed through the normal legislative process in Parliament.

Implementation will take place according to the provisions of the implementation plan which contains a plan and schedule for enacting the new authorities and an agreement on subsequent financial arrangements within the negotiated terms and conditions. The Self-Government Negotiations Branch is responsible for ensuring that all aspects of the new arrangements are implemented on time, and in accordance with the agreement.

For more information on the self-government negotiations process, see Chart 3.

2.4 Funding Procedures

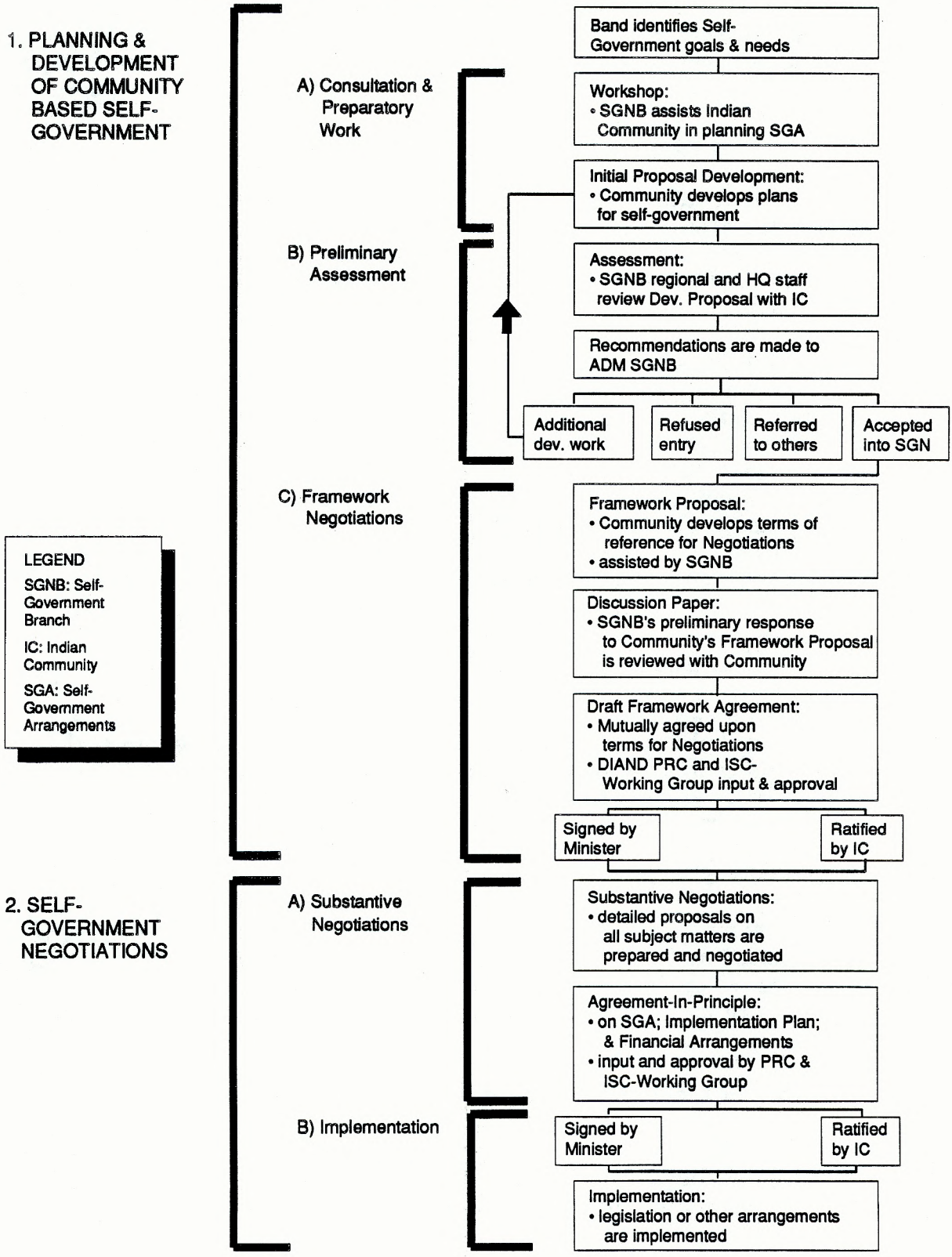
Funding for development and substantive negotiations, will take the form of contribution agreements for each respective stage. In both cases, the contributions are made in accordance with the terms and conditions as determined by the Treasury Board Authority. The criteria for funding, funding levels, methods of payment, and accountability conditions are to be consistent for the contribution agreements of each stage.

The recipient's financial and operating plan, which is submitted to the Department and attached as a schedule to the contribution agreement, is the basis for determining funding eligibility. The criteria for funding are paragraphs (a) to (f) as listed in Section 2.3.1.2 of this report.

The level of funding is based on the following main criteria:

- the complexity of the proposal and the degree to which other parties' involvement is required;
- the population of the community and the number of bands involved;
- the geographical area and remoteness of the community; and

CHART #3 SELF-GOVERNMENT NEGOTIATIONS PROCESS



- the availability of funding.

Communities in the Planning and Development of Community Based Self-Government are provided a limited amount of funding. However, it is expected, and is often the case, that most communities will have expended their own resources. All funding is non-renewable.

Contributions for Self-Government Negotiations may be up to $500,000 to any one recipient in a single year. Agreements will cover a period not exceeding twelve months, but can cover more than one fiscal year. Payments may be made once every three months, with a maximum of 90% of the funding provided as the initial cash advance.

Accountability procedures consist of reporting and auditing. A financial report and a progress report must be submitted to the Minister on a quarterly basis. Recipients must also provide the Minister with audited financial statements by the recipient's fiscal year-end. Independent auditors may be appointed at the Minister's discretion.

2.5 Resources

On May 14, 1987, Treasury Board approved $1.2 million for contributions for the Planning and Development of Community Based Self-Government under Vote 15, Grants and Contributions.

The budget for the second stage, Self-Government Negotiations, was approved by Treasury Board on June 26, 1987. This was set at $4.0 million for each of the three fiscal years 1987-88, 1988-89 and 1989-90 under Vote 15, Grants and Contributions, Indian and Inuit Affairs Program.

2.6 Recipients

Recipients of funding for the Planning and Development of Community Based Self-Government, and for Self-Government Negotiations, are Indian bands and Inuit settlements, tribal councils, district councils, and other Indian and Inuit organizations, including band corporations.

2.7 Impacts

The major impacts of SGN are the following:

- increased consultation so that Indian peoples' diverse needs are met;

- assistance to Indian communities in developing their own approaches to self-government;
- legislation, or other arrangements, providing for local community self-government;
- increased community control and self-reliance; and
- facilitate an understanding of Indian self-government which may facilitate constitutional discussions.

Chart 4 presents the logic model of SGN with its activities, sub-activities, outputs, and impacts.

3. STATUS OF SGN ACTIVITIES AS OF JULY 31, 1989

As of July 31, 1989, the total number of proposals received was 122. No proposals have reached the implementation step. Based on band membership as stated in the 1988 Indian Register, the total Indian population involved in the two programs (excluding workshop participants) is approximately 185,346. Of these, 139,837 are in the Planning and Development of Community Based Self-Government and 3,108 are in Funding for Self-Government Negotiations. Chart 5 gives information on the total number of proposals received, and the number of communities and bands in each stage of the SGN process.

A breakdown of SGN activity by region is presented in Table 2. British Columbia has the greatest amount of activity (36.94%), followed by Ontario (22.08%) and Saskatchewan (16.86%).

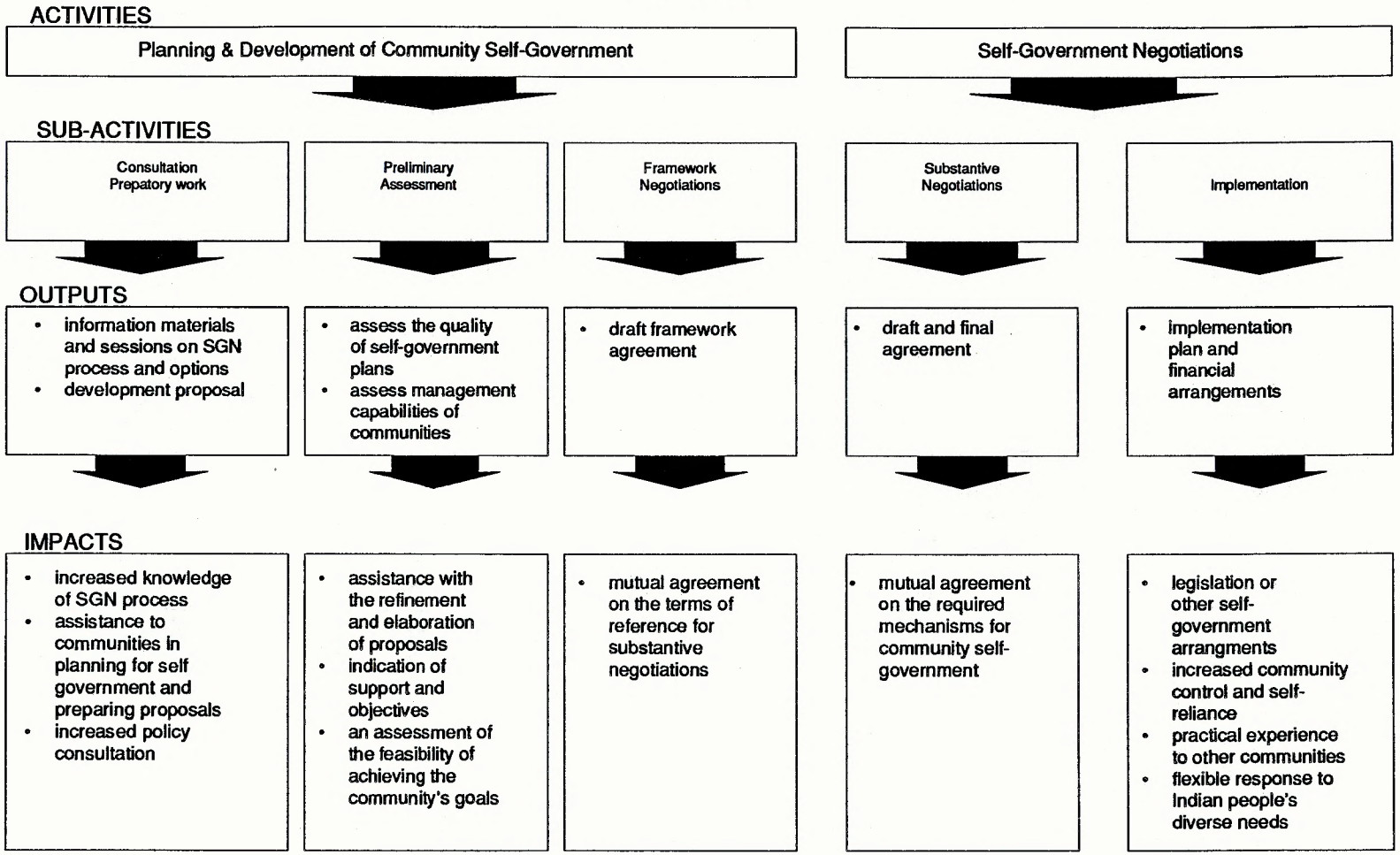
4. EVALUATION ISSUES

Under the Terms of Reference approved by the Departmental Audit and Evaluation Committee on March 10, 1989, the evaluation will focus on four main issues:

- a description and a review of the process;
- the extent to which the objectives of the program have been met;
- the extent to which the anticipated results have been achieved; and,
- the extent to which the program is still relevant, whether there is a need to continue them and, if so, in what form.

CHART #4

LOGIC MODEL



SELF-GOVERNMENT NEGOTIATIONS EVALUATION

CHART #5

STATUS OF SELF-GOVERNMENT NEGOTIATIONS AS OF July 31, 1989

	COMMUNITIES/ PROPOSALS	BANDS
1. PLANNING & DEVELOPMENT OF COMMUNITY BASED SELF-GOVERNMENT		
WORKSHOPS		
• COMPLETED	5	
• IN PROCESS	18	
INITIAL PROPOSAL DEVELOPMENT	61	155
FRAMEWORK NEGOTIATIONS	10	33
2. SELF-GOVERNMENT NEGOTIATIONS		
SUBSTANTIVE NEGOTIATIONS	2	7
IMPLEMENTATION	0	0
INACTIVE PROPOSALS	26	54
TOTAL PROPOSALS RECIEVED	122	249

SOURCE: SGNB Status Report; March, 1989

SELF-GOVERNMENT NEGOTIATIONS EVALUATION

TABLE 2
STATUS OF SGN BY REGION AS OF JULY 31, 1989

NUMBER OF COMMUNITIES AND BANDS () IN:

REGIONS	SUBSTANTIVE NEGOTIATIONS	FRAMEWORK NEGOTIATIONS	DEVELOPMENT WORK	INACTIVE	WORKSHOPS COMPLETED	WORKSHOPS IN PROCESS	TOTAL #	TOTAL %
ATLANTIC		1 (1)	7 (13)	3 (2)		1	12(16)	9.75
QUEBEC		1 (1)	3 (2)			1	5(3)	4,06
ONTARIO		3 (10)	11 (35)	4 (10)	2		20(55)	16.26
MANITOBA		2 (10)	6 (8)	1 (10)	1		10(19)	8.13
SASK.			11 (21)	6 (21)	1	7	25(42)	20.32
ALBERTA	1 (1)	2 (2)	8 (8)	4 (3)		2	17(14)	13.82
B.C.		1 (9)	12 (66)	8 (17)		1	22(92)	17.88
YUKON	1 (6)		1 (2)			1	3(8)	2.43
N.W.T			2 (0)				2	1.62
OTHER					1	5	6	4.87
TOTAL	2 (7)	10 (33)	61 (155)	26 (54)	5	18	122(249)	100.0

5. QUESTIONS AND METHODOLOGIES

The evaluation questions and methodologies are detailed in Chart 6.

The methodology will involve the use of several instruments to ensure that all aspects of the evaluation issues are carefully considered. Interviews will be held with key personnel at the Department Headquarters so that a Departmental perspective on self-government can be obtained. These interviews will include the Deputy Minister and directors in relevant branches.

A file review at the Headquarters of the SGNB will be undertaken along with interviews with Headquarters staff. All regional managers and all regional director-generals of SGNB will be interviewed.

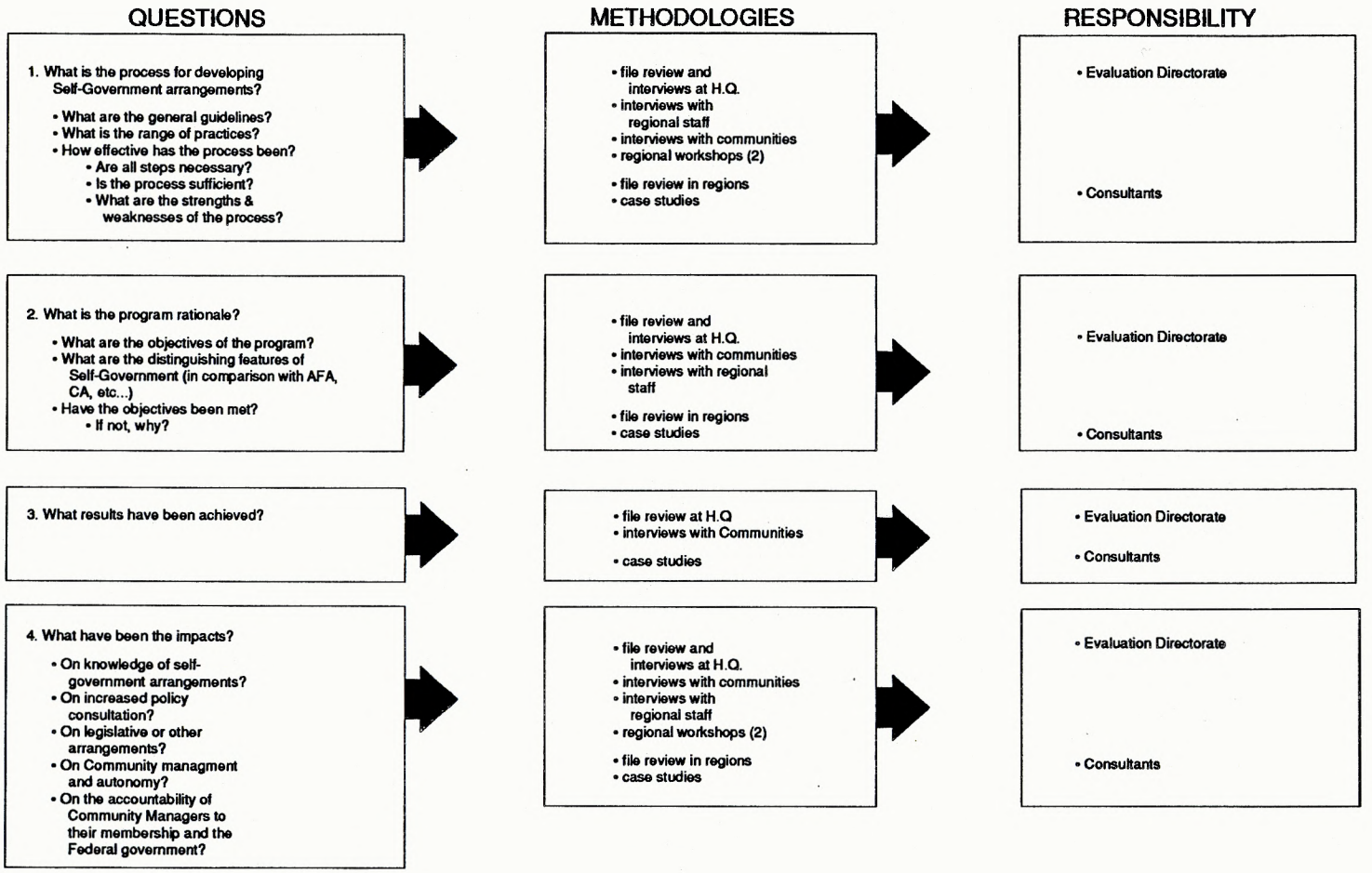
Questionnaires will be prepared by the Evaluation Directorate and will be specifically tailored for each category of respondents. These surveys will be conducted by consultants and will be done via telephone. The respondents will consist of representatives of 20 per cent of the communities which have either conducted or are in the process of conducting workshops; with 25 per cent of the communities which have inactive proposals; with 25 per cent of the communities in the initial development proposal stage; with all communities in framework and substantive negotiations, excluding those that are participating in case studies; and with 10 per cent of all the bands who have not entered into self-government negotiations.

As well, consultants will be hired to undertake four case studies and three file reviews. The case studies will look at the effectiveness of the SGN process and the extent to which the anticipated results have been achieved. The communities that are to participate in the case studies will be chosen on the basis of experience so that practical leasons can be drawn. The file reviews will be done at three regional offices of the SGNB and regional workshops will be held in two other regions. The regions that will participate in the file reviews will be chosen at random. The regions that will participate in regional workshops will be chosen on the basis of experience.

The list of Indian bands and communities proposed for inclusion in the evaluation is presented in Appendix 2, along with the rationale for their participation. Appendix 3 gives an outline of what the case studies will address.

CHART #6

QUESTIONS AND METHODOLOGIES



SELF-GOVERNMENT NEGOTIATIONS EVALUATION

6. SCHEDULE

The evaluation will commence in May 1989 and will be finished in December 1989.

A detailed schedule is presented in Appendix 4.

APPENDIX 1

EVALUATION TERMS OF REFERENCE

TERMS OF REFERENCE

Evaluation of:
A - Contributions for the Planning and Development of Community Self-Government; and
B - Funding for Self-Government Negotiations.

Background: The Self-Government Negotiations Branch (SGNB) is responsible for the development and negotiation of self-government proposals for Indian communities across Canada.

Development work consists of two steps: community consultation and preparatory work, and framework negotiations. As of January 1989, there were 48 proposals involving 147 bands in developmental activities; there were 16 proposals involving 58 bands in framework negotiations.

The objective of this stage is the signing of a framework agreement. $1.2 million was allocated to this activity in 1987-88. These funds are managed through the contribution program for the planning and development of community-based self-government.

The objective of the **substantive negotiation stage** is to negotiate a community specific self-government agreement, including details of an implementation process. The budget for this second stage was set at $4.0 million for each of the three fiscal years 1987-88, 1988-89 and 1989-90.

In both cases, the contributions are made in accordance with terms and conditions as determined by the Treasury Board authority.

Need: DIAND requires an evaluation of SGNB activities before the end of December 1989. The results of the evaluation will be incorporated into a Cabinet submission on the extension of the negotiation funding program.

Scope: The study will look at the results of funding provided for the planning and development of community self-government and for self-government negotiations.

.../2

Issues: The evaluation will address the four following issues:

- A description and a review of the process;
- The extent to which the objectives of the program have been met;
- The extent to which the anticipated results have been achieved;
- The extent to which the program is still relevant, whether there is a need to continue it and if so, in what form.

Approach: The evaluation will be conducted in house with the help of consultants.

A file review and interviews will be undertaken at Headquarters by the Evaluation Directorate. Consultants will be hired for the file review and interviews in three regions. Also, three case studies will be carried out on the three oldest contribution arrangements in Canada. All regional managers will be interviewed by telephone.

Cost Estimate: The work will require 100 person-days from Evaluation Directorate and $75,000 for consultants.

ORIGINAL SIGNÉ PAR
ORIGINAL SIGNED BY
Marc Lafrenière

APR 24 1989
AVR

Assistant Deputy Minister
Self-Government

Date

March 31, 1989
CONTRIBU.1 SB (51/4)

APPENDIX 2

Selection of Indian Communities and Bands

1. Selection of Case Studies And File Reviews

Introduction:

For the evaluation of the self-government negotiations process, there will be a total of four (4) communities selected for case studies, three (3) regions selected for file reviews, and two (2) regions selected for regional workshops.

Methodology:

The communities that are to participate in the case studies were chosen on the basis of experience with the process. Towards this end, the three oldest contribution agreements in the framework negotiations stage were chosen. As well, given that substantive negotiations stage has only two communities, one of which is in the Yukon which has distinct experiences and practices, only one community was selected from this stage. The regions with file reviews were randomly selected. The two regions that will participate in the regional workshops were chosen on the basis of experience.

Selection:

Based on the methodology stated above, the following communities have been selected to participate in the case studies:

1. Tobique, Atlantic Region
2. Southeast Resource Development Council, Manitoba Region
3. Alexander, Alberta Region
4. Whitefish Bay, Ontario Region

The following regions were randomly selected to participate in the file reviews:

1. B.C. Region
2. Ontario Region
3. Quebec Region

Using judgmental criteria, the following two regions have been selected to participate in the regional workshops:

1. Atlantic Region
2. Saskatchewan Region

Rationale:

The age variable used to choose the communities that are to participate in the case studies ensures that the selected communities have had a long experience

in the program. The random selection of the regions that are to participate in the file reviews ensures that no bias is involved in the selection criteria. The selection of the two regions for the regional workshops was based on those regions with practical experience to offer others, and to ensure that as many regions as possible are involved in the evaluation.

2. Selection of Indian Communities and Bands For Interviews

Introduction:

For the evaluation of the self-government process, a total of 75 bands and communities will be interviewed.

Methodology:

Communities and Bands have been divided into seven categories according to the step that they have reached within the SGN process. These categories are as follows:

(1) Communities that are involved in preparing workshops (5);

(2) Communities that have completed workshops (18);

(3) Communities that are involved in the creation of an initial development proposal (61);

(4) Communities that are in framework negotiations (10);

(5) Communities that are in substantive negotiations (2);

(6) Communities that have inactive proposals (26); and,

(7) Bands that have not requested entry into the process (373).

Twenty percent of communities in categories 1 and 2 will be chosen for interviews; twenty five percent of communities in categories 3 and 6 will be chosen for interviews (excluding Conne River which is involved in a separate evaluation); all communities in category 4 will be interviewed (excluding the three communities in this category that have been chosen to participate in the case studies); one community in category 5, (excluding the other community in this category which is in a case study); and ten percent of the bands in category 7 will be interviewed. The selection of communities to be interviewed will be done at random.

Selection:

Table 1 presents the number of bands/communities selected for each category by region and Table 2 provides the names of those bands/communities that will participate in the evaluation.

Rationale:

The random selection of communities ensures that the selected samples are not skewed in favour of any variables. The size of the sample to be selected from each category will allow an understanding of the experiences of those communities/bands within that category.

TABLE 1
SELECTION OF BANDS AND COMMUNITIES

Category of Community	ATL.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.	N.W.T.	YUKON	OTHER	TOTAL
# OF COMMUNITIES IN PROCESS	12	5	20	10	25	17	22	2	3	6	122
SELECTED FROM CATEGORY 1			1								1
SELECTED FROM CATEGORY 2					2		1			1	4
SELECTED FROM CATEGORY 3	2	1	4	2	1	2	2				14
SELECTED FROM CATEGORY 4		1	2	1		2	1				7
SELECTED FROM CATEGORY 5									1		1
SELECTED FROM CATEGORY 6	1		1		2	2	1				7
TOTAL # SELECTED 1-6	3	2	8	3	5	6	5		1	1	34
BANDS SELECTED FROM CATEGORY 7	1		11	4	4	2	14	1	4		41
TOTAL # SELECTED FROM ALL CATEGORIES	4	2	19	7	9	8	19	1	5	1	75
DISTRIBUTION OF TOTAL SAMPLE	5.33%	2.66%	25.33%	9.33%	12.0%	10.6%	25.33%	1.33%	6.66%	1.33%	100.0%

Table 2

Band/Community's Name	Region	Category
Case studies		
1. ALEXANDER	ALBERTA	5
2. TOBIQUE	NEW BRUNSWICK	4
3. SOUTHEAST RESOURCE DEVELOPMENT COUNCIL	MANITOBA	4
24. WHITEFISH BAY	ONTARIO	4
Interviews		
1. CHIEFS IN ONTARIO	ONTARIO	1
2. CARIBOU TRIBAL COUNCIL	BRITISH COLUMBIA	2
3. FOND DU LAC	SASKATCHEWAN	2
4. PRINCE ALBERT DISTRICT CHIEFS COUNCIL	SASKATCHEWAN	2
5. ADVISORY COUNCIL OF TREATY WOMEN		2
6. POINTE-BLEUE	QUEBEC	3
7. SANDY LAKE	ONTARIO	3
8. SIOUX VALLEY	MANITOBA	3
9. UNION OF NOVA SCOTIA INDIANS	NOVA SCOTIA	3
10. WITCHEKAN LAKE	SASKATCHEWAN	3
11. BLACKFOOT	ALBERTA	3
12. CHAPEL ISLAND	NOVA SCOTIA	3
13. CREE BAND OF FORT CHIPEWYAN	ALBERTA	3
14. ENOCH	ALBERTA	3
15. GULL BAY	ONTARIO	3
16. KASABONIKA	ONTARIO	3
17. KOOTENAY INDIAN AREA COUNCIL	B.C.	3
18. MATHIAS COLOMB	MANITOBA	3
19. NISGA'A TRIBAL COUNCIL	B.C.	3
20. OJIBWAY TRIBAL FAMILY SERVICES	ONTARIO	3
21. KAHNAWAKE	QUEBEC	4
22. MOHAWKS OF AKWESASNE	ONTARIO	4
23. UNITED INDIAN COUNCILS OF MISSISSAUGA & CHIPPEWA NATIONS	ONTARIO	4
24. THE PAS	MANITOBA	4

Table 2/Cont...

25.	SAWRIDGE	ALBERTA	4
26.	GITKSAN WET'SUWET'EN TRIBAL COUNCIL	B.C.	4
27.	YUKON FIRST NATIONS	YUKON	5
28.	WAGMATCOOK	NOVA SCOTIA	6
29.	WINDIGO TRIBAL COUNCIL	ONTARIO	6
30.	FIRST NATIONS RESOURCE COUNCIL	ALBERTA	6
31.	JAMES SMITH	SASKATCHEWAN	6
32.	NESKAINLILTH	B.C.	6
33.	SADDLE LAKE	ALBERTA	6
34.	TOUCHWOOD/FILE HILLS/ QU'APPELLE DISTRICT CHIEFS COUNCIL	SASKATCHEWAN	6
35.	QUESNEL (RED BLUFF)	B.C.	7
36.	SAKIMAY	SASKATCHEWAN	7
37.	SELKIRK	YUKON	7
38.	SIX NATIONS OF THE GRAND RIVER	ONTARIO	7
39.	SODA CREEK	B.C.	7
40.	STONEY (GOODSTONEY/WESLEY)	ALBERTA	7
41.	TAKU RIVER TLINGIT	YUKON	7
42.	PROPHET RIVER	B.C.	7
43.	ROCKY BAY	ONTARIO	7
44.	WEST BAY	ONTARIO	7
45.	YALE	B.C.	7
46.	ALEXANDRIA	B.C.	7
47.	SCUGOG	ONTARIO	7
48.	BIGSTONE CREE	ALBERTA	7
49.	CANIM LAKE	B.C.	7
50.	CHIPPEWAS OF SARNIA	ONTARIO	7
51.	COTE	SASKATCHEWAN	7
52.	SHESHEGWANING	ONTARIO	7
53.	EEL RIVER	ATLANTIC	7
54.	FORT FRANKLIN	N.W.T.	7
55.	FORT SEVERN	ONTARIO	7
56.	GOD'S RIVER	MANITOBA	7
57.	HEILTSUK	B.C.	7
58.	ISLINGTON	ONTARIO	7
59.	KEESEEKOOWENIN	MANITOBA	7
60.	KLUANE	YUKON	7
61.	LAC DES MILLE LACS	ONTARIO	7
62.	LITTLE PINE	SASKATCHEWAN	7
63.	SKWAH	B.C.	7

Table 2/Cont...

64.	MATSQUI	B.C.	7
65.	MOHAWKS OF THE BAY OF QUINTE	ONTARIO	7
66.	MOOSE LAKE	MANITOBA	7
67.	NA-CHO NY'A'K-DUN	YUKON	7
68.	NICICKOUSEMENECANING	ONTARIO	7
69.	NUT LAKE	SASKATCHEWAN	7
70.	OREGON JACK CREEK	B.C.	7
71.	PEGUIS	MANITOBA	7
72.	TANAKTEUK	B.C.	7
73.	KITSUMKALUM	B.C.	7
74.	FORT NELSON	B.C.	7
75.	HALALT	B.C.	7

APPENDIX 3
ANNOTATED OUTLINE OF THE CASE STUDY

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ANNOTATED OUTLINE OF CASE STUDY REPORT

1. INTRODUCTION

1.1 Purpose of the study

This section will outline the purpose of the case study. It will discuss how the study fits into the overall evaluation of the self-government negotiations process and will describe the objectives of the case study: whether the process has been successful, the extent to which the anticipated results have been achieved, and, based upon the findings, what recommendations, if any, exist.

1.2 Methodology

This section will describe the approach taken in completing the case study. The following will be given:

- an explanation of, and rationale for, the method used in choosing the band;
- the number of interviews carried out and with whom;
- a description of literature and documentation used; and
- the file reviews carried out.

2. PROFILE OF THE BAND

In the event of a Tribal Council being chosen for a case study, all areas of this outline shall still pertain. The case study shall extend all profile topics cited below to the Tribal Council level.

2.1 Location

A short description of the reserve on which the band resides shall be provided: the size of land mass, a breakdown of its composition (i.e. cropland, pastures...), etc.

(This information will be acquired through the literature review, the Community Profiles Systems, and interviews held with representatives of the Band Council and the regional office of the Self-Government Negotiations Branch, SGNB.)

2.2 Demographics

This section will consist of a description of the band population (both on and off-reserve) showing trends over time and projected

growth rates. This description should consist of items such as the following:

- a breakdown of the population by age and sex, showing school-aged population (K to 12 and post-secondary);
- the labour force population; and
- a description of the living conditions on the reserve: the type of housing (in-door plumbing, type of heating), the type of access to medical facilities, the health conditions of the population, etc.

(This information will be obtained through the Community Profiles System, file reviews at the regional and band offices, and interviews with regional office staff and band officials.)

2.3 Political Process

The political organization and process of the band shall be described. For example, the size of the Council, how often elections and community meetings are held, etc. The views of the band council and membership will be solicited on topics such as:

- what are the band's historical political structures and practices;
- how does their current structure relate to historical practices;
- how does the band view their relationship with the Department; as well,
- what impact(s) does the band see self-government having on current and past political practices and their relationship with the Department, etc.

(This information will be obtained through file reviews at the regional and band offices, and interviews with regional office staff and the Band Council.)

2.4 Administrative Organization & Structure

This section will provide a description of the structure of the Band Council; the role of the Chief and Council in the affairs of the band; the senior band management; and the number of band employees. It shall also include an organizational chart.

A brief financial evolution of the band shall also be given and shall include topics such as:

- the current practices involved in administering expenditures and how they have evolved;

- what financial arrangements are in place and an indication of how these arrangements are working; as well,
- the programs that are administered by the band, if any.

(This information will be obtained through file reviews at the regional and band offices, and interviews with regional staff, band office staff and the Band Council.)

2.5 Economic Activities

A description of all present economic activity will be given. This section should also note past efforts by the band, Department and individuals in the area of spurring economic development and the extent to which private initiatives has been nurtured by band and Departmental programs. The growth rate of economic activity on the reserve over the past 10 years should be noted in detail and compared with a longer time period of approximately 30 years.

The labour force population should be given with a statistical breakdown of the following:

- employment categories by age, sex, and employment rates;
- average individual income of the on-reserve population;
- growth rates in aggregated reserve income over the past 30 years; and
- income by major source, i.e. self-employment, wages and salaries, government transfer income, etc.

(This information will be obtained through the Community Profiles System, file reviews at the regional and band offices, and interviews with regional office staff, and Band Council representatives.)

2.6 Employment Opportunities

This segment will show education statistics of the band's on-reserve population. How the self-government initiative will affect employment opportunities shall also be noted. As well, any proposed employment/economic initiatives to be undertaken by the community shall be discussed, along with any barriers that may exist in implementing such initiatives. Special attention should be given to what plans, if any, the band has for economic self-sufficiency.

(This information will be obtained through the Community Profiles System, file reviews at the regional and band offices, and interviews with regional office staff and Band Council representatives.

3. SELF-GOVERNMENT NEGOTIATIONS: PROCESS

This section will contain information based on the region and the Band's experiences with the self-government negotiations process. The process consists of two programs, Planning and Development of Community Based Self-Government, and Self-Government Negotiations. Every step within each of these programs shall be examined as well as all relevant issues as stated in the evaluation Planning Report.

First, a description of the process, as understood by regional staff, will be fully documented. Second, the band's experiences with the process will be fully documented. Since the evaluation is assessing the program as of July 31, 1989, if the band has advanced in the process since this date, the case study will examine all the steps that the Band has encountered thus far.

3.1 Planning and Development of Community Based Self-Government

3.1.1 Community Consultation and Preparatory Work

This section will begin with an explanation of what, if anything, the band did in the way of preparation before they entered the process, how they came to know about the process, and what their initial reasons and objectives were for entering the process. It will include the number and level of people involved in preparations, costs incurred, time-frame involved, whether input was solicited from the band-membership, and, if so, in what way?

This section will also give the step-by-step procedures followed by the band in developing their initial development proposal, whether they participated in a workshop/orientation session, and, if so, what results were derived from such participation.

This section shall look at areas such as:

- what type of assistance was requested from the Department, if any, and whether it was forthcoming and acceptable;
- what their initial development proposal consisted of;
- what self-government means to them;
- the subject areas that were proposed for negotiations;
- the type of adjustments to current practices that will have to be made as a result of self-government, if any;

- what the band based their proposal on (whether it came out of existing experiences and/or help from other communities;
- if self-government activities overlap with any other band activities; and
- whether this step was necessary and sufficient for developing an understanding of self-government arrangements.

This section will conclude with a summary of the entry process using information received from both the regional office and the Band. It will include any problems areas the band encountered.

3.1.2 Preliminary Assessment

This section will describe the procedures involved in the assessment step of the process. It will discuss topics such as the time-frame involved; what impact(s) the step had on the band's position on self-government; how much consultation was involved; etc.

This section will conclude with a summary of the entry process using information received from both the regional office and the Band Council. It will include any problems areas the band encountered, delays and the reasons for the delays.

3.1.3 Framework Negotiations

This section will outline the procedures undertaken by the band in all phases of this step. It shall look at topics such as:

- what preparations for this step were undertaken;
- number of people involved in this step;
- time-frames involved with each phase of this step;
- what items were included in the framework proposal;
- how previous steps impacted on the development of this proposal;
- the impact of this step on a practical understanding of self-government;
- strengths and weaknesses of this step;
- whether this step is both necessary and sufficient for helping to developing self-government arrangements;
- whether this step was consultative and, if so, what form did this consultation take;
- what the framework agreement consists of, if any; and
- what ratification process was used, if any.

This section will conclude with a summary of the framework negotiations process using information received from both the

regional office and the band. It will include any problem areas the band has encountered.

3.2 Self-Government Negotiations

If the band has not reached this stage of the process, some indication should be given on the expected date of when it will be reached, any preparations taking place for this stage, and the proposed schedule for its entrance and completion, if any.

3.2.1 Substantive Negotiations

If the band has entered this stage of the process, this section will describe the preparations that were made by the band, the time-frame involved, the number of people who participated and the resources used. It will ensure that all aspects of the evaluation issues, as described throughout the Planning Report, are examined.

This section will conclude with a summary of the negotiations process using information received from both the regional office and the band. It will include any problem areas the band has encountered.

3.2.2 Implementation

This section will detail the plans that exist, if any, for implementing self-government arrangements. Any problems, or potential problems, that the band may have with this step will be documented.

3.3 Resources, Funding Procedures, and Audit

This section will provide information on the following:

- the amount of resources that have been given for each stage of the process and the source of these resources;
- the procedures followed in advancing the funds;
- whether any amendments or extensions were made to the contribution agreements for the Planning and Development of Community Based Self-Government or to the Funding for Self-Government Negotiations;
- the procedures followed by the band to comply with the auditing requirements as stated in the Memorandum of Agreement for each respective program;
- the criteria used by the regional office to assess the band's eligibility for funding will be outlined, along with both the regional office and band's view on the eligibility criteria; and

- a detailed description of the auditing and accountability mechanisms.

This section will be concluded with a summary of the funding process using information received from the regional office and the band. Any problem areas the band has encountered will be fully documented.

4. SELF-GOVERNMENT NEGOTIATIONS: IMPACTS

The evaluation will study the success of the SGN process and whether the intended results have been achieved. The intended impacts of the SGN process are derived from the specific objectives associated with each of the programs. The objectives of the contributions for the **Planning and Development of Community Based Self-Government** are:

1.1) to increase policy consultation on aspects of self-government;
1.2) to assist Indian communities in developing their own approaches to self-government through the provision of funding for workshops, conferences, educational and background materials relevant to the development of self-government proposals; and
1.3) to assist recipients in the preparation of terms of reference for substantive negotiations.

The objectives of the program funding for **Self-Government Negotiations** are:

2.1) to reach agreement on practical arrangements for self-government in Indian communities;
2.2) to cover the costs associated with the participation of Indian communities in the negotiation of self-government arrangements;
2.3) legislation, or other self-government arrangements or authorities, which reflect the diverse needs, traditions, and cultures of Indian peoples; and
2.4) increased community control and self-reliance.

4.1 Findings from Literature and File Reviews

This section will present the findings from the file reviews carried out at the Band office(s) and the regional office as they relate to the evaluation issues discussed in Section 4 of the Planning Report. It is anticipated that information pertaining to impacts 1.1 to 1.3, 2.1, and 2.2 will be found in both of the file reviews. These file and literature reviews may also provide evidence of unintended impacts.

4.2 Findings from Interviews

This section will present the findings from the interviews with both the regional staff and the Band Council staff as they pertain to the evaluation issues. A more detailed description of impacts (1) and (2) is expected. Any unintended impacts will also be obtained from these interviews.

5. CONCLUSIONS

5.1 Process

This section will summarize the overall findings as they pertain to the process. It will highlight any problem areas as well as solutions which may have already been implemented to correct these problems.

5.2 Impacts

This section will summarize the overall findings as they pertain to the evaluation issues.

5.3 Recommendations

This section will focus on whether the process is relevant to achieving the stated objectives. Based on the findings, it will discuss what conditions need to be fulfilled, if any, in order for the process to be more successful and to ensure that the objectives are achieved.

APPENDIX 4
EVALUATION SCHEDULE

SCHEDULE OF THE EVALUATION OF SELF-GOVERNMENT NEGOTIATIONS

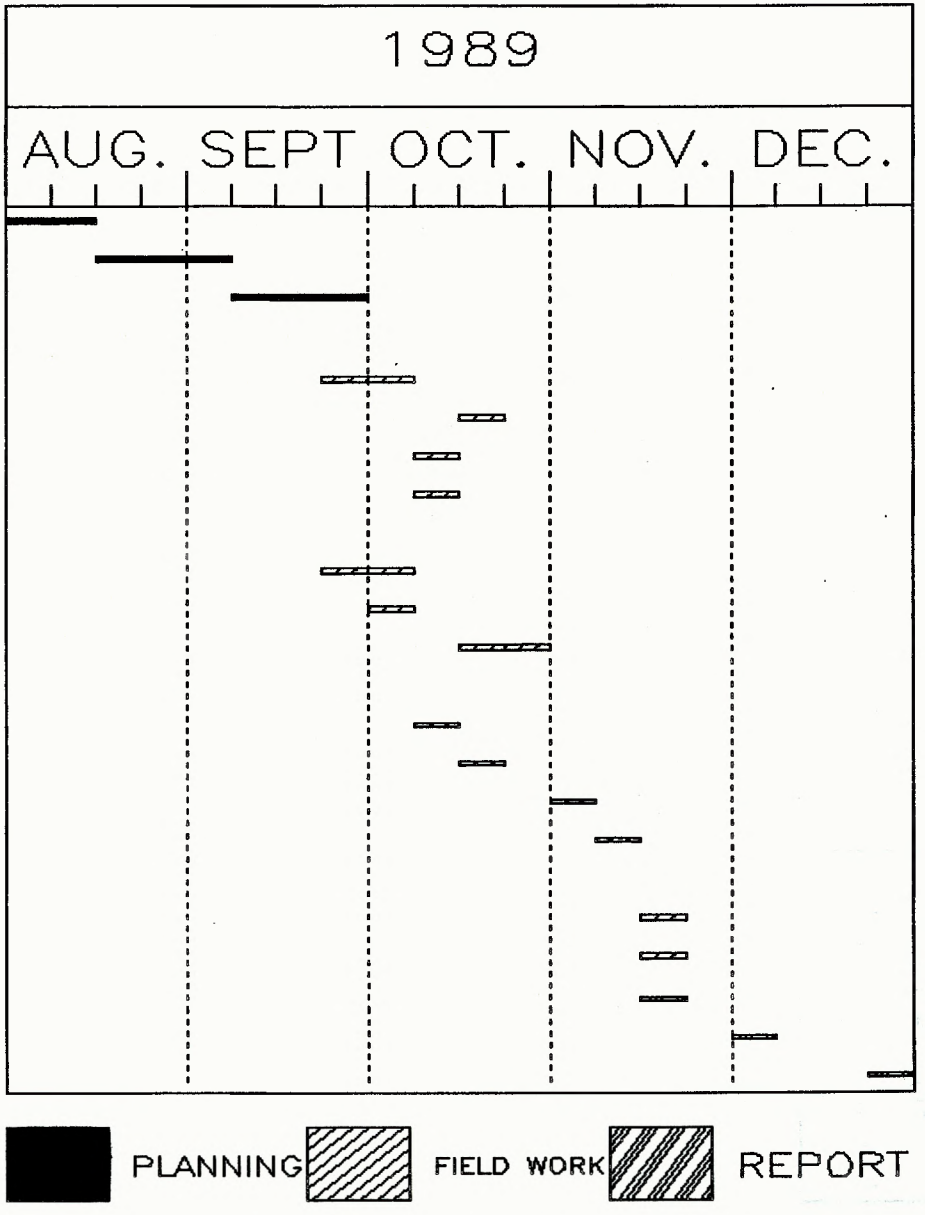
PLANNING REPORT: FIRST DRAFT
REVIEW OF PLANNING REPORT
PLANNING & PREPARATION
FILE REVIEWS:
- *HEADQUARTERS
- *B.C.
- *ONT.
- *QUE.

INTERVIEWS:
- *HEADQUARTERS
- *REGIONAL OFFICES
- *BANDS (75

CASE STUDIES
- *N.B.
- *MAN.
- *ALTA.
- *ONT.

REGIONAL WORKSHOPS:
- *SASK
- *ATLANTIC

INTERIM REPORT
DRAFT REPORT
FINAL REPORT



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.

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'Ile 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.

"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 continuel entre ces forces et le sentier qui les divise.

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 a 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 traditionalistes. (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.

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.*

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.

A 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.