

ABORIGINAL AFFAIRS AND NORTHERN DEVELOPMENT CANADA
(AANDC)

Measuring Aboriginal Community Wellbeing: A Review of Methodological Approaches and Analysis of AANDC's Practices

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Executive Summary

The Treaty Implementation Branch of Aboriginal Affairs and Northern Development Canada (AANDC) does not have an effective system for assessing the impact of modern treaties on the wellbeing of Aboriginal communities. This is problematic, as useful, relevant measures and indicators are critical for tracking the performance of AANDC's programs and services, and for demonstrating that the resources invested in these programs and services are producing positive outcomes for Aboriginal communities. Therefore, developing an effective methodological approach the department can use to assess the wellbeing of the Aboriginal communities is essential for greater accountability, transparency, and for developing programs that are aligned with the needs and priorities of Aboriginal communities across Canada.

Introduction

This report reviews and analyzes the methods and practices AANDC uses to measure Aboriginal community wellbeing (CW) and the impact of modern treaties. The purpose of this project is to:

1. provide AANDC with recommendations for improving its current processes for measuring the wellbeing of Aboriginal communities;
2. offer perspectives on tools and approaches Aboriginal communities could use to measure their own wellbeing; and
3. present key considerations and challenges to processes for measuring the impact of comprehensive land claim agreements (CLCAs) and self-government agreements (SGAs), on treaty Aboriginal communities.

Background and Context

'Wellbeing' is a multidimensional concept which encompasses all aspects of human life. Wellbeing is also a somewhat ambiguous concept, lacking a universally acceptable definition and can therefore be subject to different interpretations. The notion of wellbeing is often used alongside related concepts such as quality of life, living standards, social welfare, needs fulfillment, capability, life satisfaction, and happiness. In Canada, the study of CW focuses on understanding the economic, social, cultural, and political components of a community and meeting the various needs of local residents. CW can therefore be described as the social, economic, political, aspects of community life that promote a fulfilling and enjoyable lifestyle. Perceptions of wellbeing can vary greatly by community depending on factors such as geographic location, economy, language, and culture. For example, in BC, there are more than one-hundred-ninety-eight distinct First Nations that speak more than thirty different languages and dialects. Each Nation has its own unique traditions and history; hence, CW may mean something different to a member of a Haida community than for someone living in a Nisga'a community.

While there are several approaches to measuring CW, methods are generally divided into two main categories: qualitative, or subjective and quantitative, or objective. Quantitative indicators such as Gross National Product (GDP) are generally based on data sets and statistics, whereas qualitative or subjective indicators such as happiness are generally measured using tools such as

questionnaires or surveys. Most studies use social measures such as poverty, health, housing, leisure, and safety to identify factors that form wellbeing in communities. Other studies use economic indicators such as GDP or income to measure economic growth or wealth. Studies may also use a mix of qualitative and quantitative methods and social and economic measures and indicators in order to determine how individuals and communities feel about various aspects of their lives.

Currently, Canada, BC, and Aboriginal communities are negotiating CLCAs and SGAs to resolve questions of uncertainty in areas such as land ownership and usage, the management and regulations of lands and resources, and the application of laws. Related factors such as access and ownership of land and environment resources, economic control, and governance and self-determination are closely linked to quality of life and CW. Each Aboriginal group has its own specific reasons for entering into negotiations or signing modern treaty agreements, based on a unique vision for their community and/or government.

CLCA and SGA agreements are modern treaty arrangements based on two federal government policies: The *Comprehensive Land Claims Policy (1986)*, and the *Inherent Right Policy (1995)*. CLCAs are treaties between Aboriginal claimant groups, Canada and the relevant province or territory. These agreements are based on the assertion of continuing Aboriginal rights and claims to land not previously dealt with through treaty or by other means. While each agreement is unique, they generally include provisions related to land ownership, money, and wildlife harvesting rights, participation in land, resource, water, wildlife and environmental management as well as measures to promote economic development and protect Aboriginal culture. Many agreements also include provisions relating to Aboriginal self-government. SGAs occur in conjunction with modern land claims negotiations, or may be concluded as a 'standalone' self-government arrangement.

Limitations and Caveats

The findings presented in this report set the first foundations for a framework by which AANDC can gain guidance for undertaking studies of Aboriginal CW and the impact of modern treaties, and/or for providing training and funding for Aboriginal communities to undertake similar studies. Due to the preliminary and exploratory nature of this study, this report does not include engagement or participation with Aboriginal peoples or communities, although a future study may directly engage with Aboriginal peoples and communities on this topic. In the absence of consultation and engagement, the research for this report carefully considers Aboriginal perspectives drawn from written sources.

Since wellbeing and CW are complex, multifaceted concepts, this report does not presume to cover all aspects of wellbeing or CW, nor does it present an exhaustive list of methodological approaches for measuring CW or Aboriginal CW. Rather, this work was undertaken to present important considerations and recommendations for methodological approaches the department and Aboriginal communities and governments could consider for measuring and assessing wellbeing at the community level. The intent of this report is to provide interesting and useful perspectives on measuring CW and Aboriginal CW, as well as raise some important questions

and considerations. This project also highlights areas for future study, and contributes to a more complete picture of CW.

Methodology & Findings

The methodology and recommendations for this report are based on the following three lines of investigation:

Literature Review

The literature review consists of a wide range of academic articles, projects, studies, and reports that examine various approaches and methodologies for measuring CW at the national, provincial, and local level, in Canada, United States, Australia, and New Zealand, with an emphasis on Aboriginal peoples. The purpose of this review is to examine ‘promising practices’ in the field of measuring CW, as well as practices that have been cited as ineffective for measuring Aboriginal CW. The findings from this review inform a list of five key criteria identified in the research as important for effectively measuring Aboriginal CW. These criteria will be used to analyze AANDC’s practices:

1. *Uses a framework*: to clearly articulate the purpose of the CW study and the methodologies used.
2. *Combines qualitative and quantitative approaches/methods*: to capture CW more completely.
3. *Takes a strength-based/community-centered approach*: to identify and leverage existing community assets, resources, and strengths and to align studies with communities’ goals and aspirations.
4. *Uses indicators/index that are/is relevant to Aboriginal communities*: to make studies relevant and meaningful for Aboriginal communities, and to capture information identified in research as important to the wellbeing of Aboriginal communities.
5. *Seeks engagement and collaborative partnerships*: to develop mutually beneficial priorities, share the financial and time burden associated with CW studies, and align initiatives with the goals of Aboriginal communities.

Review and Analysis of AANDC’s Documents and Practices

The purpose of this review is to analyze AANDC’s practices against the framework of criteria derived from the literature review. This review analyzes AANDC’s practices for measuring, assessing, and evaluating Aboriginal CW, by reviewing four areas of study completed by departmental directorate or branch:

1. *The Community Wellbeing Index (CWBI)* – Strategic Research and Analysis Directorate
2. *Thematic Indicators Project* – Evaluation, Performance Measurement and Review Branch
3. *Impact Assessment of Aboriginal Self-Government Agreements and Comprehensive Land Claims reports* – Policy Development and Coordination Branch

4. *Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements: Federal and Inuvialuit* report - Evaluation, Performance Measurement and Review Branch

The findings of this review and analysis revealed that while some methodologies used by the department met some or most of the criteria, others did not. For example, the CWBI employs only quantitative measures and lacks culturally specific indicators, whereas, *The Evaluation of the Impacts* report combines qualitative and quantitative methods, includes culturally relevant indicators, and was conducted in collaboration with an Aboriginal community. However, when the practices from each of the four areas of study are taken together, they encompass all five criteria derived from the literature review.

The department's *Five-Year Plan for Evaluation and Performance Measurement Strategies: 2013-14 to 2017-18*, showed that despite AANDC's efforts to effectively measure, assess, and evaluate Aboriginal CW and the impact of modern treaties, challenges to departmental practices remain. The report articulates these challenges by stating that of the twelve planned evaluations for 2013-14, the evaluation of "Processes for Implementing Comprehensive land claims and Self-Government" had a highest risk score, categorizing it as an area of evaluation with a "very high risk" to AANDC's ability to achieve its objects, a high level of complexity, and a lack of an adequate performance measurement strategy in place. This assessment demonstrates the department's continuing lack of effective practices in this area.

Informant Interviews

A total of twelve interviews were conducted with informants from different directorates and branches within AANDC, as well as with two consultants from the private sector, and a scientist from Environment Canada. The purpose of these interviews was to gain professional perspectives on methodological approaches to measuring Aboriginal CW. The qualitative findings from these interviews are designed to complement the conclusions, findings and key themes identified in the literature review and review and analysis of AANDC's practices, and to inform and support this report's recommendations.

Interviewees were asked ten questions related to methodologies for measuring Aboriginal CW and the impact of treaties. From these interviews the following nine themes emerged:

Theme 1: Community-driven, strength-based approaches to measuring CW

When asked to discuss some of the key factors to consider when measuring CW, more than half of the respondents recommended that initiatives for measuring CW be community-driven and community-centered. This means that measurement of CW would begin at the community level and would involve input from community members. This way, Aboriginal communities could measure wellbeing from their own perspectives, in a relevant and culturally appropriate way.

Theme 2: Collaboration and meaningful participation

Informants discussed the importance of taking a collaborative approach to measuring CW. Specifically, collaboration between AANDC and Aboriginal communities was recommended, with each party participating equally at all stages of research. This approach could also involve

horizontal collaboration between AANDC and other federal departments, or a tripartite partnership involving AANDC, an Aboriginal community, and an academic third party. Collaboration and participation were cited as useful for determining mutually beneficial priorities and for coordinating research and data collection activities.

Theme 3: Purpose and context

A third theme which emerged is the importance of having a well-defined objective for a CW study, and for stating the purpose of the indicators or measures used. It was also noted that a study should clearly articulate from whose perspective of wellbeing is being measured. Considering the context in which the measurement is taking place was also cited as important.

Theme 4: Culturally appropriate and relevant indicators

Many interviewees stated the importance of developing indicators which are relevant to communities, and that account for and consider Aboriginal culture. The use of qualitative indicators around areas such as health and wellness; culture and tradition; governance; enforcement of policies and regulations; engagement and communication; and economic success were also recommended.

Theme 5: Qualitative and quantitative methods are complimentary

All interviewees agreed that there were strengths and weaknesses to both quantitative and qualitative approaches to measuring CW. Therefore, a combination of qualitative and quantitative data was recommended to gain a more complete picture of a community's wellbeing.

Theme 6: Community self-assessments versus external assessments

Interviewees agree that both self-assessments of CW completed by communities, and external assessments undertaken by government or other external organizations, are useful depending on the purpose of the study. For example, self-assessments were cited as useful for communities in terms of developing a comprehensive community plan, whereas external assessments may be useful for meeting AANDC's reporting requirements.

Theme 7: Lack of capacity

Lack of capacity was a theme which emerged from discussions around major challenges to collecting CW data in Canadian Aboriginal communities. Research showed that many Aboriginal communities are already severely stretched, in terms of the time and money invested in meeting the reporting requirements outlined in agreements, as well as from participation in research studies with various departments, ministries and organizations. It was therefore recommended that AANDC provide communities with more funding and training to support community-driven CW studies.

Theme 8: There are several challenges to measuring the impact of modern treaties on Aboriginal CW

Several challenges were identified to effectively measuring the impact of modern treaties on Aboriginal CW including:

- inconsistent data collection from treaty effective data;

- a lack of data;
- an unwillingness to share data and information;
- issues around attribution of changes in CW; and
- timelines.

Theme 9: Consider important questions

Several important questions were raised throughout the interviews. Some important key questions included:

- Should government be measuring CW?
- Do Aboriginal communities need modern treaties to be successful?
- What is success in a self-governing context?
- How can bias be avoided in CW assessments?
- How does the department address outcomes?

Recommendations

The final recommendation section of the report presents five recommendations for consideration by the department. These recommendations are drawn from the conclusions and findings derived from the three lines of investigation discussed in the methodologies section of this report. These recommendations are designed to guide the department to more effectively measure and evaluate Aboriginal CW and assess the impact of modern treaties on Aboriginal CW.

Recommendation 1: Form a collaborative partnership

Working together in full partnership is useful for determining mutually beneficial priorities for the department and individual Aboriginal communities, and may help to strengthen these relationships. Furthermore, drawing from local perspectives will assist the department to develop more culturally relevant indicators and to better target its programs and services to meet the needs of individual communities. This approach would require communities to have conversations about what data they are willing to collect and share with the government and other interested parties such as academic researchers. Horizontal collaboration with ODGs is also recommended for sharing the cost of studies and for sharing information and data.

Recommendation 2: Provide capacity

As part of a collaborative approach, it is recommended that the government provide funding and training to signatory communities interested in measuring their CW. Providing funding and training to assist communities to build capacity may be beneficial in terms of planning for the future and becoming more self-reliant. This support could include training on methodologies for measuring CW, as well for the development of technological tools for collecting and storing community-level data. For example, communities could collect baseline data from the date the treaty become effective, and the government could support them to measure it over time.

Recommendation 3: Clearly articulate a goal or objective

In order to successfully measure the impact of modern treaties, both the government and communities need to state the precise end goal of the treaty, and exactly each party is hoping to accomplish through the treaty agreement. Without this, how will each party know if or when

they have succeeded? Clearly articulating the outcome or goal of measurement can help to guide the development of indicators which can be used to form a strategy to reach that outcome.

Recommendation 4: Develop community-relevant culturally appropriate indicators

Developing indicators or indices that move beyond program-based outcomes - to include those which account for and consider the culture uniqueness of individual Canadian Aboriginal communities - is in the best interest of both the department and communities. Communities can use these relevant indicators to gauge their progress towards meeting community-defined goals, whereas the department can use them for reporting purposes and to better align programs and services with the interests and values of the Aboriginal communities it serves.

Recommendation 5: Conduct a baseline assessment to evaluate CW prior to entering treaty negotiations

Developing a tool or index that a community could use to assess their CW prior to entering into treaty negotiations could be useful for measuring a community's wellbeing pre-treaty¹.

Collecting and assessing CW data before negotiations and from treaty effective date could make it easier for communities to measure changes in their wellbeing over time, in a way that is useful and relevant for them.

Recommendation 6: Use the departmental guide for measuring Aboriginal CW

The researcher has developed a step-by-step guide the Implementation Branch and other sectors and branches within department could use to improve their practices. This guide encapsulates the key processes and methodologies identified in the research findings as essential for effectively measuring Aboriginal CW and the impact of modern treaties.

1.0 Introduction

1.1 Issue and Relevance

The development of useful, reliable measures and indicators is seen by AANDC as critical for tracking the performance of the programs and services it delivers. This is cited as being important for demonstrating that the resources invested in these programs and services are producing the intended outcomes, and for showing that programs and services are aligned with the needs and priorities of Aboriginal communities. Therefore, developing an effective methodological approach AANDC can use to assess the wellbeing of the Aboriginal communities it serves is essential for greater departmental accountability, transparency, program development and evidence-based policy-making.

The Implementation Branch, Treaties and Aboriginal Government (TAG) Sector, AANDC, which is responsible for the implementation of CLCAs and SGAs, has recognized that it does not have an effective system for results-based assessment of the impact of modern treaties on the wellbeing of Aboriginal communities. Identifying methods for measuring the value of self-government, which will be accepted and embraced by Aboriginal communities, is a key step to

¹ D. Siska, personal communication, March 17, 2014; Implementation Negotiator personal communication, March 17, 2014; Community Consultant, personal communication, March 20, 2014.

establishing a consistent and accurate performance measurement system. This information is also important for ensuring that these treaty agreements are resulting in positive outcomes for Aboriginal communities.

The information from this report will be useful to the Implementation Branch for incorporation into its corporate reporting documents (Implementation Management Framework, Report on Plans and Priorities, and Departmental Performance Report), as well as for the TAG's overall Performance Measurement Strategy. It may also be useful to Aboriginal governments for measuring their own CW. The information and methodological approaches provided in this report could also be useful to other organizations with an interest in the potential benefits of self-government and measuring CW, such as the British Columbia (BC) Treaty Commission or the Aboriginal Statistical Institute.

1.2 Purpose and Deliverables

The purpose of this project is to:

1. provide AANDC with recommendations for improving its current processes for measuring the wellbeing of Aboriginal communities;
2. offer perspectives on tools and approaches Aboriginal communities could use to measure their own wellbeing; and
3. present key considerations and challenges to processes for measuring the impact of CLCAs and SGAs on treaty Aboriginal communities.

In order to achieve these objectives, the client for this report has asked the researcher for the following deliverables:

- an extensive literature review of methodologies and approaches for measuring CW used outside of AANDC, including the strengths, limitations and challenges of various approaches;
- a document review and analysis of AANDC's practices for measuring CW, namely the Community Wellbeing Index (CWBI), Thematic Indicators Project, and CLCAs and SGAs Impact Assessment, and Evaluation Reports;
- a discussion of key themes and findings, supported by qualitative data gathered through interdepartmental interviews and interviews with external consultants; and
- recommendations for next steps.

Each of sections will be explained in greater detail in the methodology section of this report.

1.3 Definitions of Terminology

Defining terminology is important for gaining a clearer understanding of what is meant or implied by using a particular word or phrase. Although many words in the English language have widely accepted definitions that are assumed based on context, these can be subject to varying interpretations. Therefore, defining terminology is essential for avoiding confusion over the

meaning or use of a specific word or phrase. This report presents a list of definitions for key terminology to provide the reader with a clearer understanding of the subject matter.

See APPENDIX A for a list of definitions of terminology used throughout this report.

1.4 Background and Context

Presenting key background information is essential for providing the context for this study. In order to measure CW, it is important to first understand the concept of wellbeing and its various aspects. Currently, Canada, BC, and Aboriginal communities are negotiating CLCAs and SGAs to resolve questions of uncertainty in areas such as land ownership and usage, the management and regulations of lands and resources, and the application of laws. Related factors such as access and ownership of land and environment resources, economic control, and governance and self-determination are closely linked to quality of life and CW. Therefore, measuring the impact of treaties on Aboriginal CW is essential for determining if these arrangements are contributing to positive outcomes at both the government and community level. The following background and context section provides a brief summary of concepts of CW and an overview of historic and modern treaty-making in Canada.

1.4.1 Understanding Community Wellbeing

‘Wellbeing’ is a multidimensional concept encompassing all aspects of human life (Conceicao & Bandura, 2008). Wellbeing is also a somewhat ambiguous concept, lacking a universally acceptable definition, and is therefore often subject to competing interpretations. Generally, and for the purpose of this report, wellbeing refers to the state of a person’s life and reflects the various activities or achievements that constitute a ‘good’ form of life. The notion of wellbeing is often used alongside related concepts such as quality of life, living standards, social welfare, needs fulfillment, capability, life satisfaction, and happiness (Clark & McGilivray, 2007). Wellbeing is in many ways a relative concept that can be understood only through comparison with other individuals or populations (Beavon & Cooke, 2003).

In Canada, the study of CW is focused on understanding the economic, social, cultural, and political components of a community and meeting the various needs of local residents (Kusel & Fortmann, 1991). This extends to the physical and mental health of community residents, which is also a main contributor to wellbeing. CW can therefore be described as the social, economic, political, aspects of community life that promote a fulfilling and enjoyable lifestyle (Riabova, 2010). Perceptions of wellbeing can vary greatly by community, depending on factors such as an individual community’s geographic location, economy, language, and culture. For example, in BC alone, there are more than one-hundred-ninety-eight distinct First Nations that speak more than thirty different languages and dialects. Each Nation has its own unique traditions and history; hence, CW may mean something completely different to a member of a Haida community than for someone living in a Nisga’a community. It is therefore important to adapt processes for measuring CW to the context of specific communities. Furthermore, CW studies conducted by external parties should consider the broader historical context and events which have contributed to the structure and conditions of these Aboriginal communities today.

The various dimensions of CW are essentially linked and interrelated. For example a community with a fish-based economy that experiences a collapse in its fisheries may experience a loss of employment, income, and even a decline in population (Aarsaether & Baerenholdt, 1998). The resulting loss in income and reduction in living standards could adversely impact the physical health of community residents and decrease their levels of happiness. Conversely, residents of a community experiencing economic growth or positive social changes may experience an increase in their wellbeing. In either case, it is a combination of these quality of life features which determine the level wellbeing people enjoy through living in these communities.

1.4.2 Treaty-Making in Canada

There are historical, legal, economic and social reasons for negotiating and signing CLCAs and SGAs. Treaties are also increasingly being used as tools for establishing new government-to-government relationships within the framework of the Canadian Constitution (*Impact Assessment of Aboriginal Self-Government*, 2003).

Historical Considerations

The Royal Proclamation of 1763 was issued on October 9, 1763 by King George III, with the intention of reconciling Aboriginals to British rule and helping to prevent future hostilities. The proclamation prohibited the purchase of First Nations lands by any party other than the Crown, which could purchase land from a First Nation group that had agreed to the sale at a public meeting of the group. Moreover, the proclamation created a boundary line between white and Aboriginal lands and forbade British colonists from moving beyond the line to settle on Aboriginal lands. Furthermore, colonial officials were forbidden to grant grounds or lands without royal approval. The proclamation is significant because it gave the Crown a monopoly over all future land purchases from Aboriginal groups.

The *Canadian Constitution* decreed that only the Crown could acquire land from Aboriginal people, and only through treaty-making. The last of the historic treaties were signed in 1923 due to the federal government's policy and legislation which made it a criminal offense for an Aboriginal group to hire a lawyer to negotiate CLCAs. Consequently, treaties were never concluded with Aboriginal groups in some areas of Canada such as the Territories and BC. The only treaties completed in BC were the Douglas Treaties, signed between specific Aboriginal groups on Vancouver Island and the Colony of Vancouver Island during the 1850s, and Treaty 8. Treaty 8, negotiated between the British Crown and various Aboriginal in the Lesser Slave Lake area in 1899, applies to the northeast corner of BC. In 1993, the federal and provincial governments and the Aboriginal Summit launched the BC Treaty Process (BCTC) and established the BC Treaty Commission to coordinate and monitor the treaty processes. The Nisga'a Treaty, negotiated between the governments of BC, Canada, and the Nisga'a Nation, is the first modern day treaty in BC and was finalized in 2000.

Legal Considerations

Section 35 of *Canada's Constitution Act (1982)*, states that "the existing Aboriginal and treaty rights of the Aboriginal people in Canada are hereby recognized and affirmed." The Supreme Court of Canada has also affirmed in several cases that Aboriginal rights exist in law. However, neither the Constitution, nor the Supreme Court have clearly defined or described the nature,

scope, and extent of Aboriginal rights and title across B.C.² In fact, the Supreme Court has encouraged governments and First Nations to resolve these issues through negotiation, rather than through litigation which can be more costly and time-consuming. This has led to the negotiation of modern treaty arrangements such as CLCAs and SGAs, in an attempt to resolve legal questions about Aboriginal rights and title (Fact Sheet – Treaty Negotiations, 2010).

Comprehensive Land Claim Agreements

CLCAs are based on the assertion of continuing Aboriginal rights and claims to land not previously dealt with through treaty or by other means (*Impact Evaluation of Comprehensive Land Claim Agreements*, 2009). These agreements are modern-day treaties between Aboriginal claimant groups, Canada and the relevant province or territory. While each one is unique, these agreements usually include provisions related to land ownership, money, wildlife harvesting rights, participation in land, resource, water, wildlife and environmental management, as well as measures to promote economic development and protect Aboriginal culture. Many agreements also include provisions relating to Aboriginal self-government.

To date, twenty four CLCAs, covering approximately fifty percent of Canada’s land mass, have been ratified and brought effect since the Government of Canada announced its claim policy in 1973 (Federal Contracting in Comprehensive Land Claims Areas, 2012). The James Bay and Northern Quebec Agreement was the first modern land claims agreement signed, November 1975; the most recent agreement was signed by Maa-nulth in April, 2011 (Land Claims Agreements Coalition, n.d.).

Self-Government Agreements

In 1995, The Government of Canada replaced its 1985 Community-Based Self-Government policy with the Inherent Right Policy (IRP). The IRP implements Canada’s recognition of the inherent right of self-government as an existing Aboriginal right under Section 35 of the *Constitution Act, 1982*. SGAs set out arrangements for Aboriginal groups to govern their internal affairs and assume greater responsibility and control over the decision-making that affects their communities (*Evaluation of the Federal Government’s Implementation of Self-Government Agreements*, 2011). SGAs occur in conjunction with modern land claims negotiations, or may be concluded as a ‘standalone’ self-government arrangement.

The Supreme Court’s March 8, 2013 ruling (*Manitoba Metis Federation Inc. v. Canada General*, 2013 SCC 14, 2013) that Canada had failed to implement the land grant provision set out in s.31 of the *Manitoba Act 1870* in accordance with the “honour of the Crown”, is important when considering the purpose and intent behind fulfilling constitutional obligations within treaties. The Manitoba Metis Federation ruling is significant in that it reinforces that the purpose behind these agreements goes beyond simply fulfilling Canada’s legal obligations to Aboriginal peoples to encompass the spirit and intent of the Treaty Agreement. Therefore defining the purpose of Canada’s obligations is important for not only the implementation of modern treaties, but also for measuring their impacts.

Economic and Social Considerations

² This report was completed prior to the Supreme Court of Canada’s June 26, 2014 decision declaring that the Tsilhqot’in First Nation held a valid Aboriginal title over approximately 1,750 square kilometers in central B.C.

The federal government views the treaty process as key to determining economic and legal certainty over disputed land and resources, and believes that treaties will provide Aboriginal communities in BC with the social and economic tools they need for increased self-reliance and the capacity to identify and implement their own solutions to complex economic and social issues (Fact Sheet – Treaty Negotiations, 2010).

Each Aboriginal group has its own specific reasons for entering into negotiations or signing modern treaties agreements based on a unique vision for their community and/or government. The Tsawwassen First Nation (TFN) for example, prior to the realization of self-government under the TFN Final Agreement, articulated the following vision statement for their community and government: “TFN will be an ideal location to raise a family, and a working model of an environmentally sustainable, self-sufficient, and culturally proud First Nation community” (TFN Final Agreement: Implementation Report/2011-2012, 2013, p. 2). This vision ties into the stated objectives of the Agreement’s Parties (the governments of Canada, BC, and TFN) to “achieve certainty in respect of land ownership and resource rights, and provide opportunities for Tsawwassen Members to participate more fully in the economic, political and social life of BC” (Implementation Report, 2013, p. 2). Hence for the TFN, the Final Agreement is closely tied to aspirations for a healthy, prosperous, self-sufficient, and sustainable community – all key elements of what could be defined as a ‘well’ community.

Current Status

To date, Canada has signed twenty comprehensive self-government agreements that involve thirty-four Aboriginal communities across Canada. Of those, seventeen are part of a CLCA. In addition to these agreements, other forms of self-government arrangements have been negotiated and implemented in Canada; for example, the Nunavut Land Claims Agreement, where self-government goals are expressed through public government (Fact Sheet: Aboriginal Self Government, 2013).

See APPENDIX D for a complete list of Aboriginal communities with CLCAs and related SGAs.

2.0 Methodology

This report’s review and qualitative analysis of approaches and methodologies for measuring CW and Aboriginal CW has been undertaken using the following three lines of investigation:

2.1.1 Literature Review

Due the complex nature of measuring wellbeing, this literature review is extensive and looks at a variety of perspectives in order to present a more complete picture of current research and practices. The review examines a broad range of academic articles, projects, studies, and reports pertaining to approaches and methodologies for measuring CW at the national, provincial, and local level, in Canada, United States, Australia, and New Zealand, with an emphasis on Aboriginal peoples. These include unpublished material made available to the author in order to contribute to a fulsome review. This literature review helps to contextualize project findings in a broader understanding of concepts of CW, Aboriginal issues, and the relationship between

governments, communities, and wellbeing. The purpose of this review is to examine ‘promising practices’ in the field of measuring CW, as well as practices that have been cited as ineffective for measuring Aboriginal CW. The findings from this literature review inform a list of criteria for a framework of effective methodological approaches to measuring Aboriginal CW. These criteria will be the framework against which AANDC’s practices will be analyzed.

2.1.2 Review and Analysis of AANDC’s Documents and Practices

The review and analysis of AANDC’s practices for measuring, assessing, and evaluating Aboriginal CW, focuses on departmental methodologies used to compare the wellbeing of Aboriginal and non-Aboriginal communities, as well those used to measure the impact of modern treaties on Aboriginal CW. This review examines AANDC’s performance measurement strategy; impact assessment and evaluation reports; policy and performance reports; an audit; and research and analysis reports on the CWBI. More specifically, this section is divided into four sections according to the area of study completed by departmental directorate or branch:

5. *The Community Wellbeing Index* – Strategic Research and Analysis Directorate
6. *Thematic Indicators Project* – Evaluation, Performance Measurement and Review Branch
7. *Impact Assessment of Aboriginal Self-Government Agreements and Comprehensive Land Claims* reports – Policy Development and Coordination Branch
8. *Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements: Federal and Inuvialuit* report - Evaluation, Performance Measurement and Review Branch

This document review explores departmental approaches to measuring Aboriginal CW within the broader themes identified through the literature review. The purpose of this review is to review and analyze AANDC’s practices against the framework for effective methodological approaches to measuring Aboriginal CW derived from the literature review. This review and analysis is designed to assess the practices used by the department and to identify potential gaps, limitations, or challenges AANDC faces to effectively measuring Aboriginal CW.

2.1.3 Informant Interviews

Individuals working in a variety of areas related to CW were interviewed to gain professional perspectives on various methodological approaches to measuring Aboriginal CW. The qualitative findings from these interviews are designed to complement the conclusions, findings, and key themes identified in the literature review and review and analysis of AANDC’s practices, and to inform and support this report’s recommendations.

A total of twelve interviews were conducted with informants from different directorates and branches within AANDC, as well as with two consultants from the private sector, and a scientist from Environment Canada. For a complete list of departments, sectors, branches, and people contacted and interviewed to inform the research for this project, please see APPENDIX B. For the complete list of ten interview questions, please see APPENDIX C.

2.2 Limitations and Caveats

The findings presented in this report set the first foundations for a framework by which AANDC can gain guidance for undertaking studies of Aboriginal CW and the impact of modern treaties, and/or for providing training and funding for Aboriginal communities to undertake similar studies. Due to the preliminary and exploratory nature of this study, this report does not include engagement or participation with Aboriginal peoples or communities, although a future study may directly engage with Aboriginal peoples and communities on this topic. In the absence of consultation and engagement, the research for this report carefully considers Aboriginal perspectives drawn from written sources such as the Assembly of First Nations of Canada's *First Nations' Wholistic Approach to Indicators* report submitted to the UN's 2006 Meeting on Indigenous Peoples and Indicators of Wellbeing.

As noted, wellbeing and CW are complex multi-faceted concepts lacking universally accepted definitions. Therefore, this report does not presume to cover all aspects of wellbeing or CW, nor does it present an exhaustive list of methodological approaches for measuring CW or Aboriginal CW. Rather, this work was undertaken to present considerations and recommendations for methodological approaches that could be considered by department and Aboriginal communities and governments for measuring and assessing wellbeing at the community level. It is hoped that this report will provide interesting and useful perspectives on measuring CW and Aboriginal CW, as well as raise some important questions and considerations. This project also highlights areas for future study and contributes to a more complete picture of how to measure CW.

3.0 Literature Review

The following literature review presents information and findings on general and Aboriginal-focused methodologies and tools used by international and Aboriginal organizations, and by different levels of government, to measure the wellbeing of communities at the national, provincial and local level in Canada, United States, Australia, and New Zealand. The purpose of this review is to examine promising practices in the field of measuring CW, as well the challenges and limitations of various approaches, in order to derive a list of criteria for a framework of effective methodological approaches for measuring Aboriginal CW. This framework is designed to guide the department in the development of effective approaches and practices for measuring Aboriginal CW. Examining a wide range of approaches to measuring CW and the inherent challenges and limitations of various methodologies is useful for providing new insight into measuring the wellbeing of Aboriginal communities in Canada.

The literature review:

- Begins with a brief overview of approaches to measuring CW in order provide context for the methodologies reviewed.
- Is organized into sub-sections by methodology - beginning with frameworks, then indicators, indices, surveys, and questionnaires, and data collection, both general and Aboriginal-focused.

- Each methodological section contains subheadings which refer to specific studies, reports, tools, and approaches, including the challenges and limitations of various methodologies.
- Concludes with key findings presented as a list of key criteria for effectively measuring Aboriginal CW.

3.1 Introduction

3.1.1 Measuring Community Wellbeing

Examining a wide range methodologies for measuring and assessing CW, and the benefits and limitations of various approaches, is integral for guiding the development of policies and practices designed to contribute to positive outcomes for individuals and communities. Due to the complex and encompassing nature of wellbeing and CW, effectively measuring it can be challenging. Despite challenges, researchers have developed a number of approaches and tools to measure CW in both Aboriginal and non-Aboriginal communities in order to draw comparisons and determine priorities.

While there are several approaches to measuring CW, methods are generally divided into two main categories: qualitative, or subjective and quantitative, or objective. Quantitative indicators such as Gross National Product (GDP) are generally based on data sets and statistics, whereas qualitative or subjective indicators such as happiness are generally measured using tools such as questionnaires or surveys. Most studies use social measures such as poverty, health, housing, leisure, and safety to identify factors that form wellbeing in communities (Riabova, 2010). Other studies use economic indicators such as GDP or income to measure economic growth or wealth. Studies may also use a mix of qualitative and quantitative methods and social and economic measures and indicators in order to determine how individuals and communities feel about various aspects of their lives.

There are strengths and limitations to each approach. Quantitative measures, which employ economic indicators such as material progress, are relatively easy to measure and offer a degree of comparability. However, while quantitative measures are important for assessing wellbeing, it is now widely accepted that purely quantitative indicators cannot capture other key elements of wellbeing such as life satisfaction and happiness (Conceicao & Bandura, 2008). Qualitative or subjective indicators are useful for collecting information on self-reported happiness and life satisfaction, however they may lack the rigour of statistical samples, can vary depending on individual perceptions of wellbeing, and can be difficult to compare and use to establish a benchmark. Considering the strengths and limitations of each approach, many researchers recommend a combination of both to more comprehensively capture a community's wellbeing (Conceicao & Bandura, 2008). Organizations such as the Organization for Economic Cooperation and Development (OECD) and the United Nations (U.N.) have undertaken several studies and initiatives to develop a system for measuring wellbeing and CW that combines quantitative measures such as income, with qualitative measures such as quality of life and happiness (Layard, 2012).

There are several factors that can influence the selection and application of CW indicators largely based on the intentions or objectives of the agency conducting the work. For example, government priorities or responsibilities, political facts, the audience being targeted for services, and community goals and aspirations can all be considered when selecting CW indicators. Governments or organizations may develop measures of wellbeing in order to target their policies more effectively, monitor progress, or determine if program goals or outcomes are being met. Communities may assess their wellbeing in order to identify strengths and capacity, as well as issues and priorities for community development.

Therefore, assessing and measuring CW can be useful for governments and communities to develop policies and processes for achieving better outcomes. Indicators developed by communities to collect local data are useful for capturing information that relates specifically to their communities; however a lack of standard indicators and consistency in data collection methods can make comparability challenging. On the other hand, nationalized standard indicators which are useful for comparison purposes may not take local contexts into consideration. Countries such as New Zealand are working to combine national and sub-national statistics and to standardize methodologies used by communities to collect data in order to allow for more consistency and comparability, while allowing for appropriate kinds of differences (Thornley, 2007).

Despite different approaches to indicator development, there are certain widely accepted sets of indicators or indices that focus on aspects of individual and CW that are easier to quantify, generalize, and compare. These data sets normally include indicators such as poverty, unemployment, personal physical and mental health, and education. They may also include measures of social dislocation such as rates of suicide, crime, and divorce (Riabova, 2010).

3.2 Frameworks

The following sub-section examines different approaches to developing a framework for measuring CW and Aboriginal CW.

3.2.1 Developing a Community Indicators Framework (CIF)

Research shows that before indicators or indices of CW can be created, a framework must be developed that clearly identifies the purpose of the indicator or index used, how it be used, and defines what makes a community ‘well’ (Canadian Institute of Health Information, 2005). A CIF can be used to measure progress in communities over time through an array of indicators related to elements such as liveability’, ‘quality of life’, ‘wellbeing’, and/or ‘suitability’. Such frameworks may also be referred to as the ‘quadruple bottom line’ (QBL) which acknowledges the importance of environmental, social, economic and governance issues when measuring CW. An effective CIF should encapsulate clearly defined themes, categories of measurement and measurement processes, as well as identify relevant and reliable data sources (Olesson, Albert, Coroneos, Lesson & Wyatt, 2012).

Framework Content

The 2012 report produced by the Net Balance Management Group for Penrith City council and the Australian Centre of Excellence for Local Government (ACELG) provide the following guidelines for developing a CIF:

- *Themes*: Overarching themes for each QBL framework can be used to guide the allocation of indicators that best fit the strategies of local governments or legislative requirements. A theme can also be split into two, for example “culturally rich and safe and inclusive communities (Olesson et al., p. 51).
- *Groups*: Themes can be grouped into topics; for example, the environment could be grouped into topics such as waste, water and energy. Grouping can provide high level summaries of progress made in a community against key topics or outcomes, without requiring the detail of numerous indicators which underpin each group.
- *Data*: Sources of data for indicators can be identified and a percentage given to represent what proportion of the indicators analyzed drew from which source.
- *Topics*: Topics can be developed to identify common trends in indicators used across frameworks to enhance their comparability, for example: Theme: Social; Topics: community, diversity, education, health etc. (Olesson et al., 2012).

The report also recommended these steps for developing an effective CIF:

- *Indicator Limitations*: Indicators should be contextualized to reflect a particular community.
- *Alignment and connectivity*: Themes should align with the government’s strategic goals, planning and reporting requirements.
- *Data requirements and availability*: Common or comparable data should be collected between councils to facilitate replication and comparability.
- *Consultation and Engagement*: Facilitating a feedback loop between the council and the community may improve reporting scope and quality (Olesson et al., 2012).

See APPENDIX E for diagram of structure elements of a CIF.

3.2.2 Developing a Framework for Measuring Aboriginal Community Wellbeing

A series of research projects undertaken by the New South Wales (NSW) government from 2006-2009 highlighted the importance of understanding and measuring Aboriginal CW within the context of Aboriginal communities’ own holistic perceptions of wellbeing beyond general indicators such as happiness, health, welfare, and safety. Based on this research, the NSW Government developed the Strengthening Aboriginal Community Wellbeing Framework (SACWF) which encapsulated eight interconnected areas identified as being important for measuring Aboriginal CW: cultural identity, access to country, sense of community, leadership and influence, education and learning, community health and safety, infrastructure and services and economic strength and development.

Because it is difficult to collect standardized or reliable data about perceptions of wellbeing in the Aboriginal context, including indicators of cultural strength and identity, the NSW government used the methodology of Appreciative Inquiry to conduct social research with two

Aboriginal communities to develop a tool communities could utilize to self-assess their current levels of wellbeing under each area of the SACWF (Batten & Stanford, 2012).

Appreciative Inquiry Methodology

Appreciate Inquiry (AI) is a strength-based method for measuring wellbeing that assumes progress is more likely to be made by focusing on desired outcomes (wellbeing), rather than fixating on studying problems. As a method for strengthening wellbeing, AI differs from other problem-solving and community planning approaches which tend to assume that communities and organizations are fundamentally ‘broken’ and need to be fixed. The underlying assumption of AI is that people, organizations, and communities have many assets, resources, and strengths that are waiting to be uncovered, encouraged, and leveraged. Given that the information collected through AI is done through interviews, focuses on desired outcomes and solutions, and is community or location specific, the NWS and participating Aboriginal communities determined it was a culturally appropriate method; therefore this methodology was incorporated into the development of a toolkit to support Aboriginal communities’ measurement of their own wellbeing (Batten & Stanford, 2012).

The Strengthening Aboriginal Community Wellbeing (SACW) Toolkit

The Strengthening Aboriginal Community Wellbeing Toolkit (SACWT) was intended to identify and support a community’s work to achieve its priorities and aspirations and to provide it with a “strong negotiating position” when discussing community actions plans in partnership with government (Batten & Stanford, 2012, p. 62). A series of CW self-assessments were developed through social research by communities to envision what would constitute wellbeing in their community under each of the eight areas in the SACWF.

The SACW Toolkit was developed into a user-friendly software program designed to support solutions-focused conversations between the community and service providers (both government and non-government) in order to guide community planning processes. The SACWT included three key steps for measuring CW and informing the development of community actions plans designed to improve it. These steps were reflected in the program’s three modules:

1. Assessment – understanding how a community is doing
2. Preparing for negotiation – goal setting and prioritizing
3. Planning together to strengthen wellbeing

The toolkit was designed to simultaneous identify existing community strengths and capacities as well as gaps and aspirations for change. The goal was to provide communities with evidence and information about their current level of wellbeing in order to determine community priorities and goals. The SACWT was formally launched on March 14, 2012 and will be evaluated two years after its launch (Batten & Stanford, 2012).

See APPENDIX F for diagram of the toolkit.

The British Columbia Assembly of First Nations Governance Toolkit

The British Columbia Assembly of First Nations (BCAFN) has worked with BC First Nations over the last three years to develop a Governance Toolkit which takes a strength-based approach

to assessing CW as it relates to governance (Wilson-Raybould, 2013). The Toolkit is made of up three modules (Part 1 – *The Governance Report*, Part 2 – *The Governance Self-Assessment*, and Part 3 – *A Guide to Community Engagement: Navigating Our Way Through the Post-Colonial Door*) and is designed to assist communities in developing their own goals and achieving their own governance. These objectives include:

- assessing the current effectiveness of the governing body and progress in building/re-building institutions of governance;
- identifying and assessing gaps in their administrative/organizations structures;
- considering the range of powers/jurisdiction of the First Nations’ government; and
- managing change and engaging the community (BCAFN, 2010).

The Toolkit also includes a resources guide that considers programs, options, and initiatives currently available to assist First nations to “advance governance” beyond the *Indian Act* as well as to secure funding (BCAFN, 2010, para. 3).

The SACWF, SACWT and BCAFN Governance Toolkit, are examples of community-based methodologies for self-assessment of wellbeing which draw from local perceptions and input in order to develop a community-specific plan. These methodological tools take a strength-based approach to assessing the capacity of a community in order to develop plans for improving its wellbeing.

The First Nations Health Reporting Framework and Closing the Gap Reporting Framework

The Assembly of First Nations (AFN) of Canada submitted the *First Nations’ Wholistic Approach to Indicators* report at the U.N.’s 2006 Meeting on Indigenous Peoples and Indicators of Wellbeing. This report discussed First Nations’ approaches to measuring wellbeing including measures related to traditional language, participation in traditional forms of spirituality and ritual, and traditional use of land and resources.

Key indicators of First Nations wellbeing presented in the report shared the following key characteristics:

- Holistic focus on determining wellbeing
- Community at its core
- Governance as its underpinning (self-government/jurisdiction, fiscal relationships/accountability, collective and individual rights, capacity/negotiations)
- Premised on the components of the Medicine Wheel
- Inclusive of the four stages of lifespan (child, youth, adult, elder)
- Inclusive of the three components of social capital (bonding, bridging, linkage)

The report highlighted the importance of the First Nations Health Reporting Framework (FNHRF) which was aimed at identifying indicators which the three tiers of government and First Nations governments could use to measure Aboriginal wellbeing. The FNHRF defined four domains of health: Individual Health, Health Services, Health Determinants, and Community Health, with a sub-set of twenty indicators (Assembly of First Nations Canada, 2006).

As part of its Closing the Gap Reporting Framework (CGRF), the AFN developed a Wholistic Policy and Planning Model that sets out a framework that for community-based concepts of socio-economic development and wellbeing. This framework guided the development a list of potential indicators which are linked to each core issue identified in the Holistic Policy and Planning Model:

1. Health Care	2. Education/Lifelong Learning
3. Housing	4. Relationships-Based
5. Economic Development	6. Environmental Stewardship
7. Social Services	8. Justice
9. Lands and Resources	10. Language, Heritage and Culture
11. Employment	12. Gender
13. On/Away from Reserve (difference in income levels)	14. Urban/Rural (access to healthcare)

Both frameworks stressed the need to develop indicators for measuring CW that were specific to First Nations (Assembly of First Nations Canada, 2006). This view is echoed in Taylor’s article “Indigenous peoples and indicators of well-being: Australian perspectives on United Nations global framework”, where he stated that Australia’s current official indicator framework lacked culturally relevant information which made measuring and reporting on Aboriginal CW more challenging. For example, when measuring social and economic wellbeing, non-Indigenous Australians generally use material possessions as an indicator of wellbeing, whereas Indigenous people may use measures such as cultural or spiritual knowledge (Taylor, 2008). This type of framework and indicators may be useful for capturing wellbeing information that is specific to Aboriginal communities, which may measure health and wellbeing differently than non-Aboriginal communities.

3.3 Indicators, Indices, Surveys, Questionnaires and Data Collection

The following subsection examines different approaches and tools for measuring CW and Aboriginal CW including:

- Indicators;
- composite indices;
- data collection methods and ethical research considerations;
- Aboriginal-focused methodologies including international initiatives;
- collaborative initiatives; and
- methodologies used by local governments in Australia, New Zealand, and Canada.

3.3.1 Indicators

The World Bank has conducted research on indicator development and demonstrates the importance of using indicators to monitor progress and meet specific goals (e.g. improving CW). More specifically, it recommends the use of a few indicators covering the right questions, of good quality, and at the right level of disaggregation (The World Bank, n.d.). The World Bank

cites the U.N.'s eight Millennium Goals (MDGs), comprised of forty-eight indicators and eighteen targets, as an example of the types of goals, indicators, and targets that can be used to monitor progress (United Nations, 2013). The World Bank provides the following guidelines for selecting and disaggregating indicators:

Qualities of good indicators:

- Direct, unambiguous measures of progress
- Vary across groups, areas and over time
- Have a direct link with interventions
- Relevant to policy making
- Consistent with the decision-making cycle
- Not easily manipulated or derailed by unrelated developments
- Easy and not too costly to measure
- Easy to understand
- Reliable
- Consistent with data available and the data collection capacity

Indicators should be chosen at the appropriate level of disaggregation, depending on the goals a strategy aims to achieve, on the types of public policies and programs planned to achieve these goals, and on data availability. Indicators can be disaggregated along various lines, including geographic areas, demographic groups, income/consumption groups and social indicators (The World Bank, n.d.).

According to these guidelines, a 'good' indicator is one that can be adapted to various groups or communities such as Aboriginal communities. A good indicator also considers the availability of data and the capacity of an organization or community to collect it. In terms of self-assessment, designing indicators and tools to collect data could be potentially challenging for some B.C. Aboriginal communities with smaller populations and limited financial resources.

In her contribution to a 2005 collection of papers by the Canadian Institute for Health Information, Beader provides a list of concrete markers that could be used to measure the health and wellbeing of a community.

Suggested indicators include:

Measure	Potential Indicators
<i>Illness and Disease</i>	Number of physicians, number of people without a physician, life expectancy, and infant mortality.
<i>Income</i>	Average household income versus income of the city/town versus income of province/territory, percentage of income used for rent.
<i>Social Networks</i>	Average number of volunteer hours, average amount of charitable donating, substantiated

	reports of child, elder and wife abuse, usage rates of public recreation facilities.
<i>Education</i>	Public high-school graduation rate, average school test scores, literacy rates, number of higher-education degrees awarded.
<i>Employment</i>	Unemployment rate, homelessness rate, total number of jobs (benchmarking across one province or several provinces would be useful for comparison purposes).
<i>Environment</i>	Air quality, pedestrian friendly streets, acreage of public community and neighbourhood parks, motor vehicle accidents and work-related injuries.

(Beader, 2005)

Potential data sources could include:

- Statistics Canada Census and health information
- Local departments of social and public health
- Local police department statistics
- Local municipality statistics
- Social Planning and Research Council studies
- Ministry of Health and Long Term Care statistics
- Ministry of Education statistics
- Ministry of Children, Family and Community Service Statistics

3.3.2 Composite Indices

Below ten composite indices, each using different approaches and methodologies, are briefly described. Composite indices were included in this review if they were identified by researchers as well-established or innovative, relevant to Canada, CW, or Aboriginal wellbeing (Cooke, 2005; O’Sullivan, 2010).

A composite index generally combines several key dimensions of wellbeing into a single measure, which can then be compared between populations and over time (Cooke, 2005). Composite indices have been cited as useful tools for providing a comprehensive measure of wellbeing which is relatively easy to calculate and communicate. It has also been suggested these are useful for providing data on trends for planning and evaluation programs (Muruvi, 2012). Development of composite social indices began in the 1970s in response to criticisms that economic measures of wellbeing such as GDP or Gross National product do not capture other important aspects of wellbeing or quality of life. Although GDP is a valid indicator for average income, it is recognized that it does not capture income distribution, nor does it capture key social or subjective aspects of wellbeing. In response to the inadequacy of using purely economic indicators to measure wellbeing, governments and organizations started developing composite social and economic indices which could be used at the national and sub-national level.

Human Development Index (HDI)

The HDI was developed by the United Nations Development Programme (UNDP) and introduced in its 1990 *Human Development Report*. The HDI captures three dimensions of the development process: income (GDP per capita), health (life expectancy), and knowledge, (adult literacy and gross enrolment in primary, secondary, and tertiary education) in a single indicator (UNDP, 1990). The UNDP has also developed supplementary measures of wellbeing such as the Gender Development Index and the Gender Empowerment Measure, which reflect the degree of women's inclusion in society.

The Canadian Index of Wellbeing (CIW)

The CIW was developed through a partnership with the Atkinson Charitable Foundation and the Institute of Wellbeing - an independent think-tank headed by Saskatchewan's former premier Roy Romanow. The CIW is a new national instrument designed to measure wellbeing in Canada across various domains and to track changes in wellbeing over time (Canadian Index of Wellbeing, 2013). The CIW is based on the understanding that measures of wellbeing should take into account social, cultural, and environmental factors, as well as economic ones, and currently measures the quality of life of Canadians in eight domains designed to capture key components of human wellbeing:

1. Arts, Culture and Recreation
2. Democratic Engagement
3. Community Vitality
4. Education
5. Environment
6. Health Populations
7. Living Standards
8. Time Use

There are eight headliner indicators within each domain. Wellbeing is then calculated based on percentage change in indicators. Data for each indicator is drawn from sources such as Statistics Canada (Canadian Index of Wellbeing, 2013).

Weighted Index of Social Progress (WISP)

The WISP was developed by Richard Estes of the University of Pennsylvania to identify changes in "adequacy of social provision" in countries throughout the world between 1970 and 1990 (1997; Cooke, 2005, p. 2). WISP uses forty-six indicators and ten sub-indices including: education, health status, women's status, defense effort, economy, demography, geography, political participation, cultural diversity, and welfare effort.

Aboriginal Governance Index (AGI)

The AGI is designed to provide Manitoba, Saskatchewan, and Alberta First Nations with a "convenient benchmark against which individual bands can measure their progress in developing high-performance governance institutions" (Frontier Centre for Public Policy: AGI - 2010 to 2011, para. 1). The performance of each First Nation is evaluated by a survey and scores are given between fourteen and one hundred. Higher scores mean that respondents generally

described high-quality governance. Each band's 2010-2011 overall ranking is based on a weighted composite of scores that evaluate four broad areas of "good governance":

1. *Services* - how well is health, education, social and other public services delivered?
2. *Elections* - How fair and impartial are votes for leaders?
3. *Human Rights* - How much regard is assigned to basic rights?
4. *Transparency* – How well-informed are citizens about their government? (Frontier Centre for Public Policy: AGI - 2010 to 2011, para 4).

Index of Relative Indigenous Socioeconomic Disadvantage

The Index of Relative Indigenous Socioeconomic Disadvantage was developed by researchers at the Centre for Aboriginal Economic Policy Research at Australian National University. The Index used four variables:

1. *Income*: measured by proportion of households living below the poverty line.
2. *Housing*: measured by overcrowding - if the total bedroom requirement is greater than the number of bedrooms in the dwelling.
3. *Educational Attainment*: measured by proportion of people aged fifteen years and over who do not have a post-secondary educational qualification.
4. *Level of Non-Employment*: measured by the proportion of the population aged fifteen years and over that are not employed (Gray & Auld, 200).

Australia's Socio-Economic Indexes for Areas (SEIFA)

SEIFA is a suite of four indices created from social and economic Census information in order to assess the wellbeing of Australian communities. The four indices included in SEIFA 2011 are:

1. Index of Relative Socio-Economic Disadvantage
2. Index of Relative Socio-Economic Advantage and Disadvantage
3. Index of Economic Resources
4. Index of Education and Occupation

SEIFA includes between fifteen to thirty-one separate indicators related to income, labour force activity, education and skills, housing, and family structure. The indices are "a weighted combination of Census variables" collected from Census districts which are comparable to Canada's Census subdivisions (Australian Bureau of Statistics: Constructing the Indexes, para. 5; O'Sullivan, 2010).

Conference Board of Canada's Report Card on Canada

The Conference Board of Canada publishes an annual 'report card' comparing Canada to other OECD countries based on their performance in six categories: economy, innovation, education and skills, environment, health, and society. The 2013 report card measures these categories using over seventy indicators such as: high school graduation rate, social isolation, inflation, labour growth productivity, acceptance of diversity, self-reported health, unemployment rate, poverty, and gender equality (Conference Board of Canada, 2013).

Genuine Progress Indicator (GPI)

The GPI was developed in San Francisco in 1995 by the research and policy organization *Redefining Progress* as an alternative to GDP. The GPI was designed to enable policymakers to measure the wellbeing of their citizens, both economically and socially, at the national, state, regional, or local level. The GPI uses the same personal consumption data the GDP is based on, but adjusts it to account for factors such as income distribution, adds factors such as the value of household and volunteer work, and subtracts factors such as the costs of crime and pollution (Redefining Progress, n.d.). GPI measurements include:

- Income Distribution
- Housework, Volunteering, and Higher Education
- Crime
- Resource Depletion
- Pollution
- Long-Term Environmental Damage
- Changes in Leisure Time
- Defensive Expenditures
- Lifespan of Consumer Durables & Public Infrastructure
- Dependence on Foreign Assets

The Happy Planet Index (HPI)

The HPI was developed by the UK think tank, New Economic Foundation (NEP). The HPI calculates the index uses global data on three component measures: life expectancy (using data from the 2011 UNDP Human development report), experienced wellbeing (using a question called the ‘Ladder of Life’ from the Gallup World Poll), and ecological footprint (a measure of resource consumption). A “traffic-light score” is given for each component on thresholds for good (green), middling (amber), and bad (red) performance (NEP, 2014). These scores are then combined to an expanded six-colour traffic light for the overall HPI score, with bright green being the best. The index was published for the third time in the 2012 HPI report which ranked one-hundred-fifty-one countries.

Child Development Child and Youth Well-Being Index (CWI)

The CWI was produced by the Foundation for Child Development Child and Youth Wellbeing Project at Duke University. The CWI is “an evidence-based measure of trends over in the quality of life or wellbeing or America’s children and young people” (Duke University, n.d.). The Index is composite of twenty-eight national indicators across seven quality of life domains beginning with a base year of 1975:

1. Family economic wellbeing
2. Social relationships (with family and peers)
3. Health
4. Safety/behavioural concerns
5. Educational attainment
6. Community engagement (participation in schooling or work institutions)
7. Emotional/spiritual wellbeing

Data sources for the CWI include: the U.S. Census, Centers for Disease Control, National Center for Education Statistics, and other vital statistics and sample surveys.

Using Composite Indices: Challenges and Limitations

As with any approach, there are criticisms and caveats about using composite indices to measure wellbeing or CW (McGillivray, 2007). According to some experts, indices tend to oversimplify a complex reality that really cannot be captured in a single index. Moreover, it is not always clear which factors may have influenced the selection and construction of a particular index or assessment tool. Other critiques of composite indices include the choice of indicators used, the issue of co-linearity amongst indicators, the weights assigned to different categories, and the quality of data used to construct the index (Conceicao & Bandura, 2012).

One researcher cautioned the application of composite CW indices to Aboriginal communities. For example, the idea of combining a few specifically selected indicators to calculate a single wellbeing score is not consistent with the complex and holistic concept many Aboriginal communities hold about wellbeing, and CW. Furthermore, giving communities or families a numerical rating where one could be seen as somewhere ‘more well’, or ‘better off’ than another, may be perceived by communities as offensive. Therefore, using a wellbeing index to calculate a score for Aboriginal communities may not be a culturally appropriate methodology (Community Consultant, personal communication, March 20, 2014). Despite these limitations, indices are one of the most widely used and accepted tools for measuring wellbeing.

3.3.3 Data Collection

Challenges and Limitations

A common theme throughout the literature reviewed is the challenges and issues around collecting data that is reliable, consistent, relevant, comparable, and disaggregated, or broken down into various components. The U.N. convened the Workshop on Data Collection and Disaggregation for Indigenous Peoples in 2004 to address the unique challenges associated with data collection with respect to Indigenous peoples and made recommendations for improving methodology. Participants agreed that a lack of standardized data made it difficult to compare Indigenous peoples to non-Indigenous peoples (The World Bank, 2004). The Census for example, is considered to be one the more reliable sources of time series data on Indigenous populations in New Zealand, Australia, Canada and the United States. However on the Canadian Census survey, the format of the question relating to self-identification has changed somewhat between Census years (Cooke, Mitrou, Lawrence, Guimond & Beavon, 2007). A lack in consistency in how a question is asked and other factors relating to how self-identification questions are posed may result in data that is not consistent over Census years.

The AFN have also suggested that current methods for collecting data related CW are inadequate. For example, it stated that:

- Statistics Canada surveys were not an effective or appropriate tool for gathering or gauging information pertaining to First Nations communities;
- sources of data from other federal departments are most often not disaggregated to identify First Nations specifically; and

- that administrative data available from provincial and territorial government tends to be largely inconsistent and incomparable (Assembly of First Nations Canada, 2006).

Another data challenge relates to small sample sizes. For example, data from on-reserve communities in Canada with a population of two-hundred-fifty or less was not included in the 2011 National Household Survey due the relatively small sample size (Statistics Canada, 2014). Statistics New Zealand also acknowledged that small population sample surveys cannot always deliver reliable estimates of small communities or small groups (Statistics New Zealand, 2007). Additionally, low response rates for surveys and Censuses may also impact the quality of data collected.

In some cases data is available, but difficult to access. For example in New Zealand, Maori data is collected across governments, by different agencies and for different purposes. Therefore, agencies may have different rules about who can access what data, how, and at what cost. Even when data is available it can be challenging to locate unless a user knows specifically what he/she is looking for. To overcome this challenge and bridge these gaps, Statistics New Zealand is progressively building a 'Te Waharoa' directory that highlights key statistical measures and official social statistics about and for Maori (Statistics New Zealand, 2013). Te Waharoa will be discussed in more detail in the survey, questionnaires, and data collection section of this report.

Ethical Considerations: Informed Consent and OCAP

Ethical considerations related to the collection and dissemination of data is highly important for research involving human subjects. This is related to the concept of 'informed consent', whereby the researcher has the ethical requirement to inform a subject about his or her rights, the purpose of the study, the procedures involve, and the potential risks and benefits of participation. Informed consent begins with initial contact, and carries through to the end of the involvement of research participants in the project. Human research guidelines generally state that subjects must participate in studies willingly. Vulnerable populations, e.g. children, pregnant women, Aboriginal peoples, etc., must receive extra protections (Shahnazarian, D., Hagemann, J., Aburto, M, & Rose, S., 2013). Health Canada's *Ethics Review of Research Involving Humans: Administration Policy and Procedures Manual* for example, has specific guidelines for Health research involving Aboriginal peoples (2009).

Many Aboriginal communities in Canada have become increasingly suspicious of research that involves the extraction of data without any clear benefit for the community. For example, projects which have the potential to rank Aboriginal communities from the lowest levels of wellbeing to the highest, would most likely raise concerns among Aboriginal people (Lalonde, 2005). To allay these concerns and enhance the value and usefulness of the measures produced, Lalonde recommends carrying out wellbeing projects in a way that respects the principles of Ownership, Control, Access, and Possession (OCAP) outlined by the Steering Committee of the First Nations Regional Longitudinal Health Survey. These principles refer the collective ownership of group information; First Nations' management of access to their data; and physical possession of research data (Schnarch, 2004).

The First Nation principles of OCAP were original derived when First Nations Health Directors were working together at the First Regional Longitudinal Health Survey (RHS) Committee

meeting to develop a framework for asserting self-governance over information related to research. All four elements of OCAP were deemed essential for the fact that crown governments and academic institutions have the legislative and policy protections that only recognized established institutional mandates and do not recognize First Nations as self-governing jurisdictions with collective rights over community information. The original focus of this work was to provide a framework related to data ownership, collection, analysis and dissemination for the RHS, as well to provide a “political response to counteract the harm done to First Nations by research that failed to respect the importance of understanding First Nations way of knowing while treating First Nations as specimens rather than people with specific human rights” (Assembly of First Nations, 2007, p. 4).

Since its initial development, OCAP now represents a broader spectrum of self-governance over information and directs First Nations processes over all First Nations data. Fundamentally, it is the individual community that decides what OCAP means, and decides how information is collected, managed, analyzed, and disseminated. Therefore, external organizations are required to fully engage Aboriginal communities throughout each data initiative regardless of terminology used to express self-governance over information. For Aboriginal communities, OCAP articulates a holistic, community-centered, view for everything from data collection, to policy and planning, and relationship building (Assembly of First Nations, 2007).

The NWS Government for example, addresses the principles of OCAP by making their SACWT available only on CD and not online, a decision that was made deliberately in consultation with the Aboriginal communities which assisted with the development of the toolkit. Distributing the toolkit via CD ensures that all information entered into the software program remains the property of communities. No information is stored online by government, only on community computers (Batten & Stanford, 2012).

3.3.4 Aboriginal-Focused Methodologies

International Initiatives

Researchers have stated that standard indicators and measures are not adequate for measuring Indigenous CW. For example conventional measures of wealth do not incorporate traditional activities such as hunting or trapping, nor do they consider non-material aspects of economic status or wellbeing (Cook et al., 2007; Taylor, 2006; O’Sullivan, 2011). In order to overcome this barrier, participants of the workshop U.N.’s Workshop on Data Collection recommended that culturally specific, standardized qualitative and quantitative data relevant to Indigenous peoples be collected in partnership with the peoples themselves; data could be collected using case studies or through community testimonies. It was also cited that data collected should be relevant to problems and issues identified by Aboriginal communities (*Report of the workshop on data collection, 2004*).

The U.N.’s Permanent Forum on Indigenous Issues built on this work through its fifth session which covered the Workshop on Indigenous Peoples and Indicators of Well-Being. The Workshop was attended by eleven experts from Canada, New Zealand, Australia, the USA, the Russian Federation, and several observers from Indigenous peoples’ organizations, provincial governments and universities in Canada. The purpose of the workshop was to:

1. Identify gaps in existing indicators at the global, regional and national levels that assess the situation of Indigenous peoples and impact policy making, governance, and program development.
2. Examine work being done to improve indicators so that they take into account Indigenous perspectives and concerns and assess them according to qualitative and quantitative criteria.
3. Examine linkages between quantitative and qualitative indicators, particularly those that look at processes affecting Indigenous peoples.
4. Propose the formulation of core global and regional indicators that address the specific concerns and situations of Indigenous peoples, including Indigenous women, that could also be used by international financial institutions, the U.N. system and other intergovernmental organizations, including regional ones (*Report of the Meeting on Indigenous Peoples, 2006*).

In its conclusions and recommendations, the workshop experts identified a preliminary list of core themes, sub-themes and indicators of Indigenous peoples' wellbeing.

See APPENDIX G for list of preliminary core themes, sub-themes and indicators.

From 2008 – 2010, the International Indigenous Forum on Biodiversity (IIFB), a collection of representatives from Indigenous governments, Indigenous non-governmental organizations, and Indigenous scholars and activists, organized a series of regional, thematic, and international workshops on indicators relevant to Indigenous peoples. These workshops were attended by experts from among Indigenous peoples, U.N. organizations, researchers, and governments to share experiences, identify datasets, derive lessons and elaborate methodologies and tools to guide further work on indicators at the national, regional and local levels (*Workshop on Indicators on Indigenous Peoples' Well-being, 2009*). The workshops covered topics such as:

- traditional knowledge indicators related to languages;
- occupations ecological knowledge;
- indices of CW; and
- land indicators related to access, use, management, governance, and control over traditional territories.

The IIFB is planning to carry out future workshops to consider availability of data, methodologies and refine potential indicators. They are also focusing on strengthening their work on indicators by collaborating with Indigenous peoples and communities (Carino, 2010).

Surveys, Questionnaires, and Data Collection

Surveys and questionnaires are widely used by government departments, organizations and communities to collect quantitative and qualitative data for developing CW indicators. Although a limited set of survey questions cannot measure overall CW and no single set of indicators or indices can provide a complete picture of what constitutes wellbeing in people's day to day lives, covering a range of relevant and tested topics can be used to give at least some indication of CW. (Morton & Edwards, 2012).

Research recommends that surveys include social support, social integration, and social conditions in order to ensure they would be useful for specific groups (*Report of the Workshop on Data Collection*, 2004). Developing surveys with culturally-specific and relevant questions was also recommended by researchers and in community feedback for measuring wellbeing in Aboriginal communities (Morton & Edwards, 2012). Statistic Canada's 2012 Aboriginal Peoples Survey (APS) for example, included Aboriginal specific questions and a "Traditional Activities" theme to its indicators such as languages, hunting, and berry collection (Statistics Canada: APS, 2013). Moreover the third session of the U.N.'s Permanent Forum on Indigenous issues stressed that data collected should be relevant to Indigenous peoples and measure issues crucial for Indigenous peoples' development and rights, such as control over land and resources, equal participation in decision-making and control over their own developmental processes (*Report of the workshop on data collection*, 2004).

As noted, Statistics New Zealand's website includes a specific gateway or Te Waharoa which provides information on official statistics and measures that are relevant to understanding Maori wellbeing and development. Some of this information is collected by the government through tax information, education enrolments, and health service records. Other information is gathered from surveys that have been conducted within the Official Statistics System since 2000, such as the Census of Populations and Household Surveys, which provide contextual information about the circumstances and wellbeing of Maori. The directory contains web links so users can go directly to the surveys and products. This kind of Maori-specific data is integrated into the government's design, review and development of public policy services. Furthermore, this data may provide Maori communities and tribal decision makers with useful evidence about Maori progress, including social wellbeing and development over time. The directory is updated every two years to keep information current (Statistics New Zealand, 2013).

BC Stats has similar tool for disseminating Aboriginal-specific data called the Aboriginal Community Data Initiative. This Initiative was started by Statistics Canada to provide Aboriginal communities with important data for planning and an understanding of the demographics of their community and the population in surrounding areas. These Aboriginal community profiles provide information related to socio-economic conditions including population, children and families, Aboriginal language, education, labour force participation, industry, occupation and work activity, earnings and total income, at the community level. These profiles may help communities to:

- Develop directions for strategic community level planning;
- influence public policy; and
- support funding proposals (StatsBC, 2014).

Collecting and disseminating Aboriginal-specific data in a convenient and user-friendly way may be useful for both governments and communities in term of measuring CW and developing regional and community plans and priorities.

Case Studies

Another method recommended for assessing and measuring Aboriginal CW is case studies. Case study methods involve an in-depth, longitudinal examination of a single community to provide a way of collecting data, analyzing information, and reporting the results (Yin, 2009). Research by the U.N. claimed that using case studies to collect qualitative and quantitative data was particularly useful for providing a holistic view of the wellbeing of distinct communities while considering their similarities and differences. For example, the Conference Board of Canada's latest report, *Aboriginal Youth Wellness in Canada's North*, includes a chapter of case study analysis of three initiatives that "reflect the diversity and of potential wellness programs for Northern Aboriginal children and youth" including examples of wellness through sport, cultural awareness, and living on the land (Siomonn, 2013, p. 63). One stated limitation to case studies however, is the lack of standardized data for comparing Aboriginal to non-Aboriginal populations (*Report of the Workshop on Data Collection*, 2004).

3.4 Collaboration and Participation

In order to overcome various methodological challenges to measuring Aboriginal CW and respect ethical guidelines around research involving Aboriginal peoples, many studies recommended working collaboratively with Aboriginal communities to measure CW - from collecting and analyzing data and feedback, to developing frameworks, indicators, and indices with Aboriginal-specific components (*Report of the Workshop on Data Collection*, 2004; Assembly of First Nations Canada, 2006; Batten & Stanford, 2012; Lalonde, 2005; Olesson et al., 2012; Taylor, 2006). Lalonde stated that a research project which focuses on Aboriginal people "must involve Aboriginal people in meaningful ways from the outset"; he suggested that project researchers go beyond basic consultation and work collaboratively with communities to ensure that project goals are aligned with the political and cultural desires of residents and to construct culturally appropriate CW measurement tools (Lalonde, 2005).

The NSW Government for example, worked closely with Aboriginal communities to develop a holistic, culturally appropriate toolkit and to collect feedback from community members throughout the process (Batton & Stanford, 2012). Lalonde did however warn creators of an index of Aboriginal CW to weigh the added costs and consequences of engaging in this type of collaborative, still evolving form of research, against the pitfalls of perpetuating a view of Aboriginal communities as 'research subjects' (2005). To avoid such pitfalls Taylor, speaking from the Australian experience, suggests that self-governing Indigenous groups must assume more responsibility and control over the compilation of their own measurement indicators in order to use them for local planning purposes (2006).

Collaboration can take various forms, and partnerships can be developed in many way including: horizontally between different levels of governments; between governments and communities; and between individual communities.

3.4.1 Collaborative Initiatives

BC First Nations' Data Governance Initiative

The BC First Nations' Data Governance Initiative, currently underway, is a tripartite governance approach to BC-wide First Nations data and information management designed to bring various

government departments and service organizations with different mandates, together with First Nations Communities, with a common vision for investing in and measuring progress towards First Nations' wellbeing (*BC First Nations' Data Governance Initiative*, 2014). The goal of this initiative is to enable First Nations to collect, own, store, and share their own data. This First Nations data will be linked to provincial and federal data systems to create an integrated data bank governments could use to access that data for performance measurement and reporting purposes. This initiative comes from the need for accurate, targeted information to plan, develop, monitor, and improve policies and programs for First Nations. It is also tied to the responsibility of governments to deliver quality services programs to their citizens and to measure outcomes for investments made in First Nations wellbeing. The current Information Managements systems make it challenging for First Nations, provincial, and federal governments to access complete and appropriate data. Since funding for First Nations is fragmented across various authorities, departments and ministries, so is the data. Research has shown that accessing data related to all indicators of wellbeing is critically important for government and community-based strategic planning for wellbeing in Aboriginal communities; therefore working collaboratively to bring together various pieces of the "data puzzle" in BC may be beneficial for all partners (*BC First Nations' Data Governance Initiative*, 2014).

The Health of the Salish Sea Report

Aboriginal communities across Canada have long expressed the importance of water as a "vital and sacred resource for sustaining health and culture" and an as integral part of CW (UBC, 2013). The *Health of the Salish Sea Report*, a joint initiative between the United States Environmental Protection Agency (EPA) and Environment Canada, was formed to facilitate cross-border understanding, dialogue, and collaboration on Salish Sea issues (2013). This partnership involved the development of Salish Sea indicators to help identify progress in sustainability and management of the Salish Sea ecosystem and its valuable resources, as well as to draw attention to areas where conditions are declining. For each indicator, a Coast Salish Traditional Ecological Knowledge as "sustainable perspectives" is presented to draw attention to the significance of connections among indicators (*Health of the Salish Sea Report*, 2013, para 5).

The methodology for this report involved direct engagement between Environment Canada and members of the Coast Salish Gathering. The Coast Salish Gathering is biennial gathering of Coast Salish Peoples from over fifty British Columbia First Nations and Western Washington Tribes. Elders and other community members come together to discuss key issues affecting the health and wellbeing of their people including environmental sustainability. Issues and challenges related to access and quality of traditional environmental resources, for example privatization, industry, and contaminants, have been highlighted at Gatherings as key issues affecting the wellbeing of Coast Salish communities (C. Wong, personal communication, April 3, 2014). These Gatherings and the *Health of the Salish Sea Report* are interesting examples of how cross-boundary, cross-cultural collaboration can be useful for exchanging knowledge and determining shared goals and priorities related to environmental sustainability and CW.

Creating an Index of Healthy Aboriginal Communities

In order to create a methodology that can apply to whole communities while considering the diversity that exists within Canada's Aboriginal groups, Lalonde suggests that communities work together to come to some Aboriginal consensus on the meaning of a 'healthy Aboriginal

community' (2005). In his paper "Creating an Index of Healthy Aboriginal Communities" Lalonde proposes three interrelated forms of measures for Aboriginal CW:

1. *Measures of community control*: to assess efforts Aboriginal communities have made towards self-government and to measures the degree to which First Nations communities are able to exercise control over various aspects of civic life. Four measures of community control that could be used are: 1) education, 2) health services, 3) child and family services, 4) police and fire services.
2. *Measure of Community Engagement*: to evaluate efforts to engage people in various aspects of community life (e.g. recreation or employment programs within the community) and inter-community initiatives to strengthen bonds across Aboriginal groups (e.g. participation in tribal council games or gatherings, or nation and international initiatives). Could also include the involvement of youth and elders in community decision-making (e.g. youth councils, community forums) and in service provision (e.g. elders in schools).
3. *Measures of Cultural Continuity*: to focus more directly on Aboriginal culture and on efforts to preserve and promote a sense of cultural belonging within the community (e.g. examining the relationship between the use of traditional languages within different communities and suicide and school completion rates) (Lalonde, 2005).

According to this viewpoint, Canadian Aboriginal communities could work together to develop a CW index in order to determine indicators of wellbeing that may be applied across communities. This could also be useful for identifying priorities for improving CW that may be shared by communities or specific to a single community.

3.5 Local Government Methodologies

Local government methodologies are specifically designed to measure wellbeing at the regional/local/community level. Therefore, it may be useful to adapt aspects of local CW methodologies and indicators to self-governing Aboriginal communities which are similar in structure to local governing bodies such as municipalities. Furthermore, there are factors of wellbeing which are important to any community, regardless of culture or population; for example, living in a community that is healthy, safe, and happy is arguably important to most people.

3.5.1 Queensland, Australia

The Local Government Association of Queensland (LGAQ) and the Australian Centre of Excellence for Local Government's (ACELG) 2013 project Community Wellbeing Indicators: Measures for Local Government, builds on its 2011 Community Wellbeing Indicators Project as part of a national initiative to developing CW indicators. The project's key objective was to provide a survey template and benchmarks that could be used by councils to: measure CW using a number of standard indicators; track changes over time in CW; benchmark performance against results from comparative surveys across Queensland and elsewhere; and identify policy measures that could improve community outcomes. The intention was that governments could use this tool to assess and monitor CW within the framework of local community objectives and

the context of local government roles and responsibilities (Morton & Edwards, 2012; Woolcock & Morton, 2012).

Another goal of this project was to utilize scores obtained from the survey to develop a valid set of indicators capable of measuring overall CW. Moreover, the use of these standard questions and the rating scale provided was shown to be important for gaining a comparative measure. While other questions could be added to suit unique government contexts, the use of a core set of questions was recommended. Authors of the project reports argued that using a standard questionnaire/survey template enables replication of the research method thereby allowing a valid assessment of CW (Morton, 2013).

The project divided indicators into themes in order to allocate them accordingly:

1. Healthy, safe and inclusive communities
2. Culturally rich and vibrant communities
3. Dynamic resilient local economies
4. Sustainable built and natural environments
5. Democratic and engaged communities

A list of proposed indicators and frameworks were also developed that contributed to the selection of each question included in the final version of the survey (Morton & Edwards, 2012).

The first biennial state-wide survey using the finalized questionnaire was conducted in March 2013 to provide benchmarks for all the questions in the survey instrument. In the project report, the ACELG acknowledged that although surveys do not have the rigour of a random sample, they are useful tools for collecting and analyzing a large volume of data. In particular, they stated the usefulness of using a survey in an online format to gain participation (Morton & Edwards, 2012). Statistics Canada also reported a higher response rate using an on-line questionnaire for its 2011 National Household Survey, rather than a telephone questionnaire which had been used for past Surveys (Statistics Canada, 2014).

See APPENDIX H the questions grouped by theme and APPENDIX I for the revised survey instrument for Local Government Wellbeing Questionnaire.

3.5.2 Local Communities, New Zealand

The New Zealand Government has initiated several projects to measure and monitor CW at the local level. The 1999 Quality of Life Project, established by representative of six local councils, was designed to provide social, economic, and environmental indicators for wellbeing in New Zealand's six largest cities. The project was initiated in response to growing pressures on urban communities and the potential impacts of urbanization on the wellbeing of residents. The purpose of the project report was to provide information to policy-makers to improve the quality of life in New Zealand's urban areas. The indicators monitored in the report covered topics such as: people; knowledge and skills; standard of living; safety; social connectedness; and civil and political rights. Official Statistics data from Statistics New Zealand's information releases was used to produce the indicators of wellbeing (Thornley, 2007).

The government initiated the 2003 Linked Indicators Project (LIP) in collaboration with New Zealand's statistical agency, Statistics New Zealand, and other central and local government agencies. The project identified a set of regional indicators intended to fill gaps in information to better inform local decision making. The term 'linked', as referred to in the LIP refers to data being linked from the national to regional levels. The government believes that linking makes decentralized decision making more effective by giving policy makers access to reliable and transparent tools/data. The Project identified challenges related to disaggregation of national level data to the sub-national level. For example environmental wellbeing only had data available for forty-five percent of the indicators at the national level, which decreased to twenty-seven percent at the sub national level (Thornley, 2007). To overcome this challenge Statistics New Zealand initiated the following projects to improve sub-national statistics including:

- Programme of Social Statistics (POSS)
- Regional GDP
- Local population estimates and projections
- Regional Stocktake
- Quarterly Regional Review
- New Zealand's geographic frame (to collect small area data for the Census)

In an effort to develop a more effective system for measuring CW, the New Zealand Government is focusing on collecting more sub-national statistics and standardizing methodologies used by communities to collect data in order to allow for more consistency and comparability (Thornley, 2007).

3.5.3 Greater Victoria, Canada

The Happiness Index Partnership developed its own CW survey used in 2009 and 2012 to measure CW in the Greater Victoria area. The Happiness Index Partnership is made up of eight organizations from the Greater Victoria area: the Capital Regional District (CRD), the City of Victoria, the Community Council, the BC Ministry of Healthy Living and Sport, United Way of Greater Victoria, University of Victoria, Vancouver Island Health Authority and the Victoria Foundation.

The survey, initially developed for the nation of Bhutan to measure Gross National Happiness, was developed through an international collaboration involving participants from Canada, Bhutan, the United Kingdom, the United States, Thailand, Brazil and New Zealand. The effort was also supported by the U.N.'s Development Program. The intention of the survey was to move beyond conventional measures of wellbeing that tend to focus on statistical indicators for measuring community wellbeing such as crime, poverty, unemployment, homelessness, and chronic illness – to include qualitative indicators to measure other aspects of residents' happiness such as physical and mental health, cultural vitality, time balance, and quality of governance (*The Happiness Index*, 2009)

3.5.4 Guelph, Ontario

The Community Wellbeing Initiative (CWI) is a community project designed to measure the state of wellbeing in Guelph. The CWI's 2013 report presented twenty-six indicators organized into eight domains. Three to four headline indicators were included within each domain. For each indicator a brief definition of "what it is", an explanation of "why it matters", and both written and visual highlights of "what the latest data says" were provided. Nineteen of the twenty-six indicators selected for this initiative were drawn from the Canadian Index of Wellbeing (CIW) (previously discussed in the composite indicators sub section). These indicators, along with other measurements, formed a baseline against which the success of the CWI was assessed (*Guelph Community Wellbeing Initiative, 2013*).

The survey was conducted between June 20 and August 18, 2012 and involved 10,512 randomly selected households in Guelph. The response rate was 14%. Data sources for the project included: the City of Guelph, Statistics Canada (Census), Wellington-Dufferin-Guelph Public Health, as well as other community organizations (*Guelph Community Wellbeing Initiative, 2013*).

See APPENDIX J for comparison of the Headline Indicators in the Community Profile of Guelph to the CIW.

While adapting local government tools to Aboriginal communities may be useful, there are certain limitations. For example many surveys, questionnaires, and indicators do not account for cultural differences or tradition activities or values which are specific to Canadian Aboriginal peoples. As discussed, researchers are trying to overcome these limitations by developing tools which are relevant to Aboriginal communities. Despite contextual limitations, it is still useful to consider an array of indicators which could be both standardized and adapted to specific communities.

3.6 Community Feedback

Some studies reported the usefulness of seeking feedback from communities in order to improve tools for assessing and measuring CW. For example, The NSW Government developed a survey to collect feedback from participating Aboriginal communities for their SACWT in order to address issues such as user-friendliness and effectiveness as a tool for measuring CW and facilitating community planning (Batten & Stanford, 2012).

The LGAQ and ACELG also developed a survey questionnaire in 2012 to collect feedback from their 2011 *Community Wellbeing Indicators Pilot Survey*. The questionnaire feedback included a suggestion to add questions that were specifically related to Indigenous and multicultural communities. The feedback was collected and incorporated in revisions for the 2013 final questionnaire (Morton & Edwards, 2012).

See APPENDIX K for 2012 Feedback Form.

Feedback from communities or governments regarding data collection tools or approaches gives external departments the opportunity to draw on local CW perspectives, which may enable them to develop indicators that take into account communities' similarities and differences. CW

feedback from community residents to governments allows locals to voice their opinions on the policies and programs that impact their wellbeing and can assist governments to develop plans and priorities for community development.

3.7 Conclusions

This section draws together key themes and conclusions from the literature reviewed. Most studies, reports, and articles discussed the importance of developing community indicators frameworks that clearly identify the purpose of selected indicators or indices and specifies how they will be used to measure CW. Research also recommended using frameworks to divide indicators into themes, develop categories and processes of measurements, and identify reliable and relevant data sources.

Challenges and limitation in all areas of data collection were topics addressed throughout the literature; for example relevancy, reliability, consistency, gaps, and disaggregation. To overcome issues with data collection, many researchers cited the usefulness of surveys or questionnaires for collecting both qualitative and quantitative data. For example, Statistics Canada in its 2014 Data Tour, and the LGAQ and ACELG in their project on community indicators, stated that online-surveys in particular were useful for collecting CW data and yielded higher respondent rates than telephone surveys. Statistics New Zealand also cited the usefulness of collecting and disseminating Maori-specific CW data for determining both government and community priorities. Despite these efforts, research demonstrates that issues related to data collection are ongoing.

Another major theme that has emerged from the literature review is that quantitative statistical indicators for measuring wellbeing such as crime, poverty, unemployment, homelessness, and wealth quantitatively are not satisfactory for capturing a community's overall wellbeing. Although researchers agreed that these types of objective indicators were useful, most agreed that they needed to be used alongside qualitative indicators to measure subjective measures of wellbeing such as livability and happiness; using a mix of quantitative objective and qualitative subjective indicators was recommended by most researchers for capturing a community's wellbeing more completely. Similarly, the literature reflected the strengths and weaknesses of both external, or independent assessment and internal, or self-assessment approaches to measuring CW. External tools using primarily standard indicators of wellbeing, such as education levels and income, were cited as being useful for drawing comparisons between communities, but failed to capture aspects of CW that are unique to a particular community. Conversely, self-assessment tools which capture the unique issues of a particular community and help it to determine community plans and priorities, may pose challenges for comparing data across communities.

The importance of using indicators in the context of a specific community was highlighted by many researchers. Researchers agreed that in order to effectively measure Aboriginal CW, indicators specific to Aboriginal holistic views of wellbeing need to be used; however, challenges related to data comparability were raised in several sources. Although Aboriginal-specific indicators and data were cited as useful for community planning, or for drawing comparisons between Aboriginal communities, they were not as useful for drawing comparisons

between Aboriginal and non-Aboriginal CW. To mitigate these challenges, some researchers suggested that indicator development be conducted in partnership with Aboriginal communities. This collaborative approach was suggested for defining aspects of wellbeing shared by all Canadian communities, as well as those shared by Aboriginal communities. This could support the development of indicators and indices that are relevant and useful for determining both government and community priorities. This kind of collaborative approach was also recommended to address issues related to data ownership, as well as ethical concerns regarding external studies or research on Aboriginal communities. Partnerships between external governments and communities or local governments were also recommended for reasons such as sharing the cost of studies or surveys, developing relevant and standard indicators, as well as for collecting qualitative data relevant to specific communities. A collaborative approach to measuring CW may provide a balance between local and national perspectives, Aboriginal and non-Aboriginal views, self-assessment and independent assessment, and quantitative objective and qualitative subjective data and indicators.

3.8 Findings

The following list of key criteria for measuring Aboriginal CW was derived from the major themes and findings from the literature reviewed:

Criteria for Measuring Aboriginal Community Wellbeing	Purpose
1. <i>Uses a framework</i>	<ul style="list-style-type: none"> • To clearly articulate the purposes of the CW study. • To state the purpose of the indicators or indices selected for measurement. • To capture wellbeing related to interrelated aspects of CW such as environmental, social, economic, and governance. • To divide indicators into themes, develop categories and processes of measurements, and identify reliable and relevant data sources.
2. <i>Combines qualitative and quantitative approaches/methods</i>	<ul style="list-style-type: none"> • To capture CW more completely. • To capture community-specific information. • To draw comparisons between communities. • To combine complimentary approaches and data sources from surveys, questionnaires and statistics. • To gain local community perspectives.
3. <i>Takes a strength-based/community-centered approach</i>	<ul style="list-style-type: none"> • To identify and leverage existing community assets, resources, and strengths.

	<ul style="list-style-type: none"> • To develop measures which are aligned with the goals, values, perspectives, and cultures of individual Aboriginal communities. • To align studies with the goals and aspirations of communities. • To gain local perspectives. • To address ethical issues related to human research.
4. <i>Uses indicators/index that are/is relevant to Aboriginal communities</i>	<ul style="list-style-type: none"> • To make studies relevant and meaningful for Aboriginal communities. • To gain information on culturally relevant information such as unconventional measures of wealth and traditional activities, culture, and language. • To capture information identified in research as important to Aboriginal communities such as environmental sustainability, access to traditional land and resources, governance, and self-determination.
5. <i>Seeks engagement and collaborative and partnerships</i>	<ul style="list-style-type: none"> • To define CW. • To identify mutually beneficial practices and indicators. • To learn about different parties' perspectives. • To share the financial and time burden associated with CW studies. • To respect principles of Informed Consent and OCAP. • To seek community feedback to inform studies, and policy and program development. • To align initiatives with the goals of Aboriginal communities. • To share data.

4.0 A Review and Analysis of AANDC’s Practices for Measuring Aboriginal Community Wellbeing

This section of the report provides a review and analysis of department studies and reports related to the measurement, assessment, and evaluation of Aboriginal CW. The purpose of this review is to examine and analyze methodologies for measuring Aboriginal CW used by various

directorates and branches within AANDC against the criteria for effective methodological approaches identified in the findings from the literature review (see section 3.8). Comparing AANDC's methodologies and practices against these criteria is useful for identifying practices that are working well and challenges and issues the department faces to effectively measuring Aboriginal CW and the impact of modern treaties. It may also be useful for identifying gaps in processes and potential opportunities for improvement.

This section is divided into four sub-sections according to the area of study related to Aboriginal CW conducted by a particular departmental directorate or branch within AANDC:

1. *The Community Wellbeing Index* – Strategic Research and Analysis Directorate
2. *Thematic Indicators Project* – Evaluation, Performance Measurement and Review Branch
3. *Impact Assessment of Aboriginal Self-Government Agreements and Comprehensive Land Claims* reports – Policy Development and Coordination Branch
4. *Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements: Federal and Inuvialuit* report - Evaluation, Performance Measurement and Review Branch

Each sub-section includes:

- a brief overview of the specific tool, study, or report related to the department's assessment of CW, to provide background and context;
- an overview of the methodologies employed for each tool, study, or report;
- a discussion and analysis of the advantages, challenges and limitations of each approach; and
- conclusions summarizing the key themes of each sub-section.

This section concludes with key findings and analysis of the four areas of study using the framework of criteria derived from the literature review.

4.1 The Community Wellbeing Index (CWBI)

This review and analysis section begins with an examination of the CWBI. The CWBI is important because it is the main tool used by the department's Strategic Research and Analysis Directorate to assess Aboriginal CW by calculating the wellbeing score for various Canadian communities.

4.1.1 Overview

The CWBI was developed by Indian and Northern Affairs Canada (INAC) in 2004 to help measure the wellbeing of First Nations and Inuit communities in Canada relative to other communities over time. The CWBI was designed to overcome the methodological limitations of previous analytic methods and tools (McHardy & O'Sullivan, 2004). Specifically, INAC designed the CWBI to fulfil the following four objectives:

1. provide a systematic and reliable summary measure of socio-economic wellbeing for nearly all Canadian communities;
2. demonstrate variations in wellbeing across First Nations and Inuit communities and compare it to the wellbeing of other Canadian communities;
3. track wellbeing over time; and
4. combine CWBI data with other data to facilitate research on a variety of other factors associated with wellbeing (AANDC, 2010).

The CW combined indicators used by Robin Armstrong in his work on socio-economic wellbeing in Canadian First Nations communities, with the philosophy and scaling methodology of the HDI. Armstrong's categorization was based on four community-level indicators: education, income, labour force, and housing (2001). These indicators were combined with the HDI because the HDI is based on the concept that community characteristics such as education have "inherent value above and beyond their relationship to material wealth" (McHardy & O'Sullivan, 2004, p. 4). This approach seemed appropriate for measuring wellbeing in Aboriginal communities, which may view wealth from a more holistic standpoint, beyond material possessions. Furthermore, the HDI's methodology ensures that each index component is equally weighted so that a community's score is not disproportionately impacted by its economic score.

4.1.2 Methodology

Components and Data Set

The CWBI is composed of four "core indicators" that appear in some form in most composite indicators of wellbeing (Cooke, 2005):

1. *Income*
 - i. Defined in terms of total income per capita, in accordance with the following formula:

$$\text{Income Score} = \left(\frac{\text{Log}(\text{income per capita}) - \text{Log}(\$2,000)}{\text{Log}(\$40,000) - \text{Log}(\$2,000)} \right) \times 100$$
2. *Education* (composed of two variables)
 - i. High School Plus: the proportion of a community's population twenty years and over that has obtained at least a high school certificate.
 - ii. University: the proportion of a community's population twenty-five years and over that has obtained a university degree at the bachelor's level or higher.
3. *Housing* (comprised of equally weighted indicators)
 - i. Quantity: the proportion of a population living in dwellings that contain more than one person per room.
 - ii. Quality: the proportion of the population living in dwellings that is in need of major repairs.
4. *Labour Force* (composed of two equally weighted variables):
 - i. Labour Force Participation: the proportion of the population aged twenty to sixty-five that was involved in the labour force in the week prior to Census Day.
 - ii. Employment: the percentage of labour force participants aged twenty to sixty-five that was employed in the week prior to Census Day.

These indicators are combined to form a single index score and each individual indicator is scaled to reflect the difference between a theoretical minimum and maximum. The components were selected based on their widespread acceptance as important indicators of CW and their availability across Census years (McHardy & O'Sullivan, 2004). CWBI component scores are available for communities containing at least forty households and two-hundred-fifty individuals.

The CWBI is calculated using data from Statistics Canada's Census of Population to produce wellbeing scores which can range from a low of zero to a high of one-hundred. For the purpose of the CWBI, communities are defined in terms of Census subdivisions with a population larger than sixty-five individuals. It was decided that index scores for communities with fewer than sixty-five inhabitants would be excluded since their small size "diminished the validity of the calculations required to compute the overall index score" (McHardy & O'Sullivan, p. 3). Census subdivisions (CSDs) are defined by Statistics Canada as municipalities (as determined by provincial legislation) or their equivalent (e.g. Indian reserves, Indian settlements, and treaty settlement lands). This definition also includes Inuit communities within four regions (Nunatsiavut, Nunavut, Nunavik, and the Inuvialuit region) with a population large enough to allow for analysis (AANDC, 2010). CSDs that are neither First Nations nor Inuit communities are classified as non-Aboriginal communities. It should be noted that some Aboriginal communities have substantial Aboriginal populations. Moreover, others who use the CWBI may choose to classify communities in different ways (Penney, O'Sullivan & Senecal, 2012).

Advantages

There are several advantages to utilizing the CWBI to calculate CW:

- a CWBI score is available for most communities in Canada;
- it permits the distinction and comparison of First Nations, Inuit, and non-Aboriginal communities;
- it is useful for tracking wellbeing overtime and identifying trends; and
- it can be used in combined with other sources of data to gain a more complete picture of CW.

The CWBI has these advantages because it utilizes data drawn from the Census, which is widely considered by researchers to be a high quality source of data (O'Sullivan, 2011).

4.1.3 An Assessment of the Community Wellbeing Index

In 2005, a researcher from the Department of Sociology at the University of Western Ontario, Martin Cooke, completed a conceptual review of the CWBI for the Strategic Research and Analysis Directorate at AANDC. In his review, Cooke compared the CWBI to alternate composite measures of wellbeing using four important conceptual considerations which apply to composite indices:

1. key dimensions of wellbeing included;
2. sources of data and their availability and comparison over time;
3. the sensitivity of the indicators to change; and
4. the weights and scaling assigned to the component in the index calculations (2005).

As illustrated by the indices examined in the literature review, composite indices can range from those using relatively few categories and indicators, such as the HDI, to more complex indices, such as the SEIFA. Since the concept of wellbeing and CW is so complex and multidimensional, there is the tendency to prefer larger or broader indices with multiple indicators. However, Cooke points out that wellbeing measures with a large number of indicators and multiple dimensions can be problematic for comparability of data, either over time or between jurisdiction; indices with a larger number of measures will be more greatly impacted by changes in definitions or methodologies for data collection, which could weaken the utility of the index (2005). This view is substantiated in the literature review presented earlier in this report.

Indicator Selection

In his assessment, Cooke states that the components included in the CWBI are useful and relevant for assessing the wellbeing of Aboriginal communities (2005). For example:

- *Income*: in some form is included in most indices, as a measure of people's ability to access resources and services; one could assume that this is also important for Aboriginal communities.
- *Education*: is important in Aboriginal communities, not only as it relates to income, but also because of the strong link between education and health (McHardy and O'Sullivan, 2004).
- *Housing quality and quantity*: is fundamental to the wellbeing of any individual or community, and has been identified as a major issue in many Canadian Aboriginal communities.
- *Employment*: is important in terms of income generated, and as a measure of social inclusion and participation in society (Cooke, 2005). Unemployment can negatively impact the wellbeing of individuals and communities in ways that go beyond loss of income (Schmid, 1995).

The CWBI does not include measures of wellbeing used in other important indices for example:

- *Environment*: environmental considerations have been cited by many researchers as a key dimension of wellbeing related indicators have been used in the HPI, QLI, and SEIFA.
- *Social and Gender Equity*: the WISP includes a women's status sub-index using maternal mortality rates, female contraception, female adult literacy rates, and female school enrollment (Estes, 1997).
- *Health*: determinants of health are closely tied to wellbeing and health indicators are included in indices such as the CIW, HDI, QLI, and the Conference Board's Report Card on Canada.

As pointed out in the literature review, the development of indicators can be hampered when the right kind of data cannot be collected or data cannot be collected consistently. For these reasons, the CWBI excludes some indicators commonly linked to wellbeing such as environmental measures which are not available or disaggregated for communities' boundaries. Also, some commonly used indicators of health such as life expectancy at birth are not calculated at the

community level, while others are not broken down by community. Availability of data, particularly for comparison between Aboriginal and Non-Aboriginal communities, is one main reason why the CWBI is somewhat limited in its scope (Cooke, 2005).

See APPENDIX L for tables i) key characteristics of various composite indices and ii) the inclusion of CWBI components in other quality of life indices.

4.1.4 An Application of the Community Wellbeing Index to Signatory Communities

In 2012, an AANDC research brief drafted by the Strategic Research Directorate reviewed the trends in the wellbeing of First Nations communities with historic and modern-day treaty arrangements, using the CWBI. The data for this review and analysis was drawn from Census of Population statistics from 1981-2006. An analysis of each individual component of the CWBI from 1981-2006 showed that on average, First Nations groups with modern treaty arrangements fared better than those with historic treaties. However, despite these improvements in the wellbeing of First Nations with modern treaties, the research for this brief could not directly attribute the improvements in wellbeing to the signing of a treaty. Furthermore, changes in wellbeing that may have been impacted by modern treaties could not be distinguished from factors which could impact the region generally (Guimond, O’Sullivan & Morin, 2012).

These attribution challenges are articulated in the brief’s comments related to interpretation of results:

- “Causality is not statistically demonstrated by this analysis” (Guimond et al., 2012). Although modern treaties may provide greater opportunities than historic treaties for improving wellbeing, it is equally plausible that better-off First Nations may be more likely to engage in and successfully conclude modern treaty negotiations.
- There are multiple intervening factors which can affect the relationship between modern treaties and improved well-being (relative to historic treaties) such as: location, natural resources and economic opportunities, leadership and good governance, safe communities and healthy families (Guimond, et al., 2012).

Nevertheless, the study’s statistical analysis was supported by studies which conclude that that self-determination and engagement – both key elements of modern treaty-making – are also important factors for improving Aboriginal CW (Guimond, et al., 2012).

This analysis suggests that the CWBI is not useful for identifying and separating out the factors which affect changes in wellbeing (D. Lepa, personal communication, March 2, 2014; C. Yong, personal communication, March 4, 2014). Therefore, it can be challenging to prove that changes in CW are a direct result of modern treaty arrangement or other government programs and services.

4.1.5 Challenges and Limitations

CWBI authors acknowledge the limitations of the CWBI. For example, although the Census is the most complete source of data available for most Canadian communities, it contains only a

limited number of variables related to wellbeing and cannot provide information related to other important aspects of wellbeing. Furthermore, the question on the survey that is used to indicate if a person is a Registered Indian has changed slightly between years which can limit comparability between Census years (Statistics Canada, 1998). It is also important to note that First Nations community data counts are not available for incompletely enumerated reserves and settlements, are therefore excluded from CWBI calculations for Census years 1981 to 2006 (Penney et al., 2012).

A methodological limitation is that some communities defined as Inuit or First nations may contain important non-Aboriginal populations. In fact, the 2013 *Evaluation of the Impacts of CLCAs and SGAs* study stated that the CWBI was not included in the study, as “it does not lend itself to being applied to modern treaties as it captures a high percentage of non-Aboriginal persons”; for example, for CW scores for Tsawwassen, seventy-seven percent of the population captured is for non-Aboriginal persons (2013; D. Lepa, personal communication, February 13, 2014). Furthermore, significant Aboriginal populations exist within some areas defined as “Other Canadian Communities” (First Nations and Inuit Community Wellbeing, 2010). Moreover, the CWBI doesn’t include community members living off reserve or treaty settlement lands in its calculations and doesn’t currently allow for a calculation of urban Aboriginal wellbeing (D. Lepa, personal communication, March 2, 2014).

Another methodological limitation relates to the release of the new CWBI released in 2006; changes to the methods of calculations led to the revision of all Aboriginal and non-Aboriginal community scores. These revisions to the CWBI were necessary due to changes made by Statistics Canada to how the education question was asked on the 2006 Census of Population. Therefore, the more recent release of the CWBI is not comparable to previous releases. Another key limitation of using Census data, identified throughout the literature and through interviews, is that smaller communities are not always “rolled up” in the data, due to small population numbers wellbeing (D. Lepa, personal communication, March 2, 2014). However, an AANDC researcher explains that the exclusion of smaller communities is deliberate and related to privacy; collecting individual-level data from smaller communities means that it is easier to identify from whom the data was collected and this could impact the community’s ability to protect the privacy of individual members. Furthermore, small populations are not statistically ‘strong’ (AANDC researcher, personal communication, March 10, 2014). This is an important consideration for collecting data from Aboriginal communities across BC, many of which have small populations.

Other CWBI limitations relate to the appropriateness or usefulness of its indicators for capturing overall CW. The CWBI tends to focus on ‘mainstream’ measures of socio-economic status and does not include three commonly used indicators included in many composite indices of wellbeing namely: physical and emotional health, cultural continuity, and environmental conservation (McHardy & O’Sullivan). It also excludes measures specific to Aboriginal communities such as traditional activities or cultural continuity, as well as those related to subjective concepts of wellbeing. For example, indicators such as income and labour force activity do not fully capture the economic situation among Aboriginal peoples; many First Nations and Inuit people are involved in traditional economic pursuits which contribute to their material wellbeing but are not based on monetary income or paid employment (McHardy &

O’Sullivan, 2004). Issues related to data quality and comparability between communities over time are presented as the primary reasons these measures are not included in the CWBI.

There are specific limitations to utilizing the CWBI to measure the wellbeing of communities with modern treaty arrangements. Although the CWBI is useful for capturing or monitoring long-term changes in CW, it is not a practical for tracking short-term changes. Since modern treaties are relatively new, researchers state it may be too early to sufficiently track changes in wellbeing in modern-treaty communities. Therefore the CWBI, as currently designed, is not a practical tool for measuring CW of signatory groups in the North and in BC (C. Yong, personal communication, March 4, 2014).

4.1.6 Conclusions

It can be argued that CWBI fulfills the objectives for which it was developed – as a basic tool for indentifying trends over time, and for indentifying issues that governments need to address and prioritize (C. Yong, personal communication, March 4, 2014; P. Billingsley, personal communication, March 11, 2014; AANDC researcher, personal communication, March 10, 2014). Despite its limitations, Census data has been cited as being good for drawing comparisons over time as well as for being “clean and repeatable” (D. Lepa, personal communication, March 2, 2014). Authors state that the CWBI is meant to be a ‘starting point’ for identifying trends over time across communities as well as potential best practices or issues within individual communities (McHardy & O’Sullivan, 2004). Due to the limited scope of Census data, the CWBI cannot capture all aspects of wellbeing. To gain a more complete picture of Aboriginal CW, the CWBI could be combined with other sources of qualitative or quantitative data, such as Statistics Canada’s APS which includes survey questions related to cultural activities that tie into CW.

4.2 Thematic Indicators Project

The Thematic Indicator Project is the second area of study that relates to AANDC’s practices for measuring Aboriginal CW. This indicator project is important because it involves the development of outcome-based indicators related to CW, which could be used by the department to assess if its programs and services are aligned with the needs and priorities of the Aboriginal communities it serves.

4.2.1 Overview

In 2009, AANDC’s (previously INAC) Audit and Evaluation Sector brought together eight Master’s-level students from universities across Canada to create a Thematic Indicators Project designed to assist the department to “move towards performance measurement that considers program outcomes among Aboriginal and northern peoples” (Michael, A., Damani, D., DiFrancesco, D., Dickson, J., Seto, G., Tee, Sophie, Sterniczuk, M., and Nastos, D., 2009, p. iv). The purpose of this work was to connect the specific performance measurements needs of the department to the needs and priorities of the Aboriginal communities they serve. To accomplish this objective, the interns consulted AANDC sectors, other federal departments, provincial governments, and Aboriginal and community organizations to identify the performance

measurement needs at various levels among different groups of stakeholders and to build on work that was already completed or underway. The Project was designed to guide and inform departmental performance measurement strategies (Michael et al., 2009).

4.2.2 Methodology

The report identified performance indicators across six thematic areas within the broad scope of AANDC's mandate: health and wellbeing, environment, education, economy, governance, and infrastructure. Project authors intended for this framework to contribute to AANDC's vision for a future in which Aboriginal communities across Canada "are healthy, safe, self-sufficient, and prosperous" (Michael et al., 2009). Ten to fifteen indicators were developed for each of the six thematic indicators.

See APPENDIX M for a full list of thematic headline indicators with descriptions.

In order to accomplish the goal of developing indicators which encompassed both the high-level activities of the department and issues important to Aboriginal community development and capacity-building, the students used a three-phase approach:

Phase 1: Data Collection

- *A literature Review:* i) to define the concept of community-level performance measurement and identify best practices and 'promising performance indicators' and (ii) to review Aboriginal perspectives and cultural knowledge frameworks to isolate indicators that are relevant and meaningful for Aboriginal communities.
- *Document and File Review:* of departmental performance measurement documentation including the Program Activity Architecture (PAA), Performance Measurement Framework (PMF), Report on Plans and Priorities (RPP), Department Performance Report (DPR) and 2008 RMAF study.
- *Departmental Engagement and Outside Interviews:* including Assistant Deputy Ministers from all AANDC sectors, other federal departments, provincial governments, and Aboriginal/community organizations.

Phase II: Analysis

- *Key criteria and Supporting Considerations:* Utility, Applicability, Comparability, Availability, Reliability, Validity, Feasibility.
- *Identification of Headline Indicators:* discussion of which indicators were most applicable to the department and issues facing Aboriginal communities. This process arrived at a list of ten to fifteen headline indicators for each thematic area.
- *Mapping of the Indicators to the PAA:* to align indicators with program areas based on their identified activities and objectives. A mapping exercise was conducted to determine the relevancy of the indicators selected in each thematic area to the department's Program Activity Architecture (PAA).

Phase III: Reporting

- Discussion of principle findings and conclusions drawn from the research
- Recommendations for improving performance measurement in the department.

4.2.3 Challenges and Limitations

Most of the selected indicators were ‘outcome-oriented’ to enable analysis that goes beyond activities and outputs to focus on comprehensive issues and unique needs of Aboriginal communities (Michael et al., 2009). The students acknowledged the challenges of simultaneously identifying indicators that were “intermediate and ultimate, or high-level” for use by the department, as well as applicable and relevant at the community level (Michael et al., 2009, p. 10). Moreover, they found during the research phase, that there was no clear methodology for assessing community development across Aboriginal communities, and no single method that could “reasonably encompass” Canada’s diverse Aboriginal and northern populations (Michael et al., 2009, p. 11).

Another identified challenge relates to data collection. The authors found that in many cases, developing culturally specific indicators may require significant financial and human resources to collect, particularly in urban areas where there are significant challenges to collecting data and conducting research involving urban Aboriginal people and communities. In fact, only two external organizations were consulted about indicators selection.

The report authors acknowledge the challenges and limitations of developing indicators that capture the multi-dimensional nature of wellbeing at the community level as well as the unique issues and cultures of individual communities. They therefore state that the suggested indicators are a starting off point for the development of indicators that simultaneously address the reporting and monitoring requirements of government as well as the needs of individual communities.

4.2.4 Report’s Recommendations

The indicator report’s recommendations are important because they focus on the development of culturally appropriate indicators which could inform the department’s performance measurement strategy and assist it to better align its programs and services with the needs and priorities of Aboriginal communities.

The report’s recommendations include:

1. *Differentiate between indicators related to CW and program success.* Measures related to program performance are useful for measuring immediate outcomes, whereas measures of CW are useful for measuring intermediate and long-term success. Differentiating between these two types of indicators contributes to “attribution between program activities and outputs and community outcomes” (Michael et al., 2009, p. ix). Cooperation between other federal departments and governments was recommended to share best practices, coordinate data collection activities, and create a more comprehensive and integrated performance measurement system.
2. *Engage communities and other stakeholders in a culturally appropriate way to integrate gender-based perspectives in developing performance measures.* This was proposed as important for ensuring that the proposed indicators and measures are meaningful to

communities, are appropriate culture and gender, and are aligned with the vision Aboriginal peoples have for their own communities.

3. *Continue to work towards harmonized data collection.* This was recommended to avoid duplication of data collection in Aboriginal communities and to reduce the reporting demand on individual communities. Furthermore, coordinating data collection would decrease the time and cost of data collection by agencies and communities.
4. *Develop community-based targets.* AANDC should engage communities in developing benchmarks that reflect their goals and objectives in order to analyze an individual community's progress over time.
5. *Pursue measurement strategies that focus on building capacity.* The research for this project demonstrated a strong relationship between community capacity and the achievement of outcomes. It was recommended that a holistic approach to performance measurement be adapted to identify the factors that contribute to community capacity.
6. *Continue the pursuit of outcome-based indicators.* This was recommended to identify indicators that go beyond descriptive measures of departmental performance to include longer-term impacts of programs (Michael et al., 2009).

4.2.5 Conclusions

The recommendations in the *Thematic Indicators Project* touch on several themes identified in the literature review and informant interviews. For example, it recommends engaging communities in a culturally appropriate way to develop indicators that are relevant to communities and in-line with their goals and aspirations. Harmonized data collection and collaboration between departments and organizations was recommended to avoid duplication and reduce the burden of data collection on communities, many of which are already 'stretched' in their time and resources. This relates to the need for community capacity building for activities and community-driven wellbeing studies. The development of community-based targets was also recommended to track a community's wellbeing over time, in terms of its progress in reaching its own defined goals. The recommendations from this report have not been fully implemented by the department.

4.3 Impact Assessment of Self-Government & Comprehensive Claims Agreement Reports

The third area of study related to AANDC's assessment of Aboriginal CW, is two impact assessment reports. These reports are important because they investigate the impact of modern treaty arrangements on Aboriginal CW.

4.3.1 Overview

AANDC's Policy Development and Coordination Branch completed two assessment studies, in 2003 and 2011, which looked at the impact of SGAs and CLCAs on Aboriginal CW. The purpose of these assessments was to determine if the resources devoted to the negotiation and implementation of these agreements have resulted in positive outcomes for Aboriginal communities, and if the money invested in program is being used efficiently and effectively. The rationale provided for these studies was that a better understanding of the impact of CLCAs and

SGAs would assist the government to better focus its policies and programs and help it to identify and resolve issues related to ineffective program design and implementation (*Impact Assessment*, 2003; *Impact Assessment*, 2011).

2003 Report

The 2003 *Impact Assessment of Aboriginal Self-Government and Comprehensive Land Claims* represented the first attempt to measure the impact of Aboriginal self-government with respect to education and economic statistics, as well as qualitative findings related to governance and other factors. It argued that the wellbeing of Aboriginal communities that have concluded SGAs, either in conjunction or separate from CLCAs, is better than for those that have not completed agreements (*Impact Assessment*, 2011).

This assessment examined the impacts of both SGAs and CLCAs for the following tables, or aggregations of communities:

- Nisga'a (Gingolx FN, Gitlakdamix, Gitwinksihlkw Village Govt, and Lakalzap);
- Cree Naskapi (Waswanipi, Eastmain, Chisasibi, Nemaska, Wemindji, Waskaganish, Mistissini, and Naskapi of Quebec)
- Yukon (Aishihik, Champagne, First Nation of Na-cho Ny'a'ak-Dun, Selkirk First Nation, Telsin Tlingit Council, Tr'On Dek Hwech'In, and Vuntut Gwitchin First Nation)
- Sechelt and Mi'kmaw Kina'masuti Education Table (Acadia, Annapolis Valley, Chapel Island, Eskasoni, Pictou Landing, Shubenacadie, Membertou, Wagmatcook Whycocomagh) – which have stand along self-government agreements

The research for this initiative revealed several quantitative and qualitative themes. In terms of quantitative findings, the study reports that statistics relating to education indicated that Aboriginal groups with modern treaties benefit from SGAs and CLCAs. It also stated that these communities outperform all Registered Indians on-reserve, both in terms of actual levels of education attained (as a percentage of population) and in terms of educational gains over the 1991 to 2001 period. For income, comparisons between self-governing Aboriginal Communities (SGACs) and all Registered Indians on-reserve showed that SGACs had a lower unemployment rates and higher employment and labour force participation rates than their historic treaty counterparts. A statistical comparison between SGACs and the Canadian population as a whole revealed that the economic gap between the two decreased over the 1991-2001 period (*Impact Assessment of Aboriginal Self-Government*, 2011).

Qualitative data indicated that SGAs provided the tools necessary for Aboriginal communities to more “successfully integrate into the broader Canadian economy on their own terms” (*Impact Assessment of Aboriginal Self-Government*, 2011, p. iv). It also showed that SGACs actively pursue joint initiatives with neighbouring municipalities, and private sector partnerships on economic development, which resulted in revenues which the researchers state are typically reinvested back into the community, thereby increasing its self-reliance (*Impact Assessment*, 2011).

2011 Report

The stated purpose of the 2011 *Impact Assessment of Aboriginal Self-Government* study was twofold:

1. *Demonstrate Investment Worthiness*: to show that the resources invested in the negotiation and implementation of SGAs support better outcomes for Aboriginal peoples.
2. *Inform Policy & Program Development*: using qualitative information to better understand the conditions and tools necessary to fully realize the benefits of Aboriginal SGAs; this would be used to inform departmental future policy and program development.

The research for study examined a number of issues related to CW including:

- Economic opportunities resulting from the agreement;
- land and resource management as a driver of economic development;
- sustainability of the community;
- governance issues and the roles of women and community elders;
- comparability of programs and services;
- education, training and capacity development;
- cultural wellbeing; and
- relationships with other governments and partners (*Impact Assessment*, p. 11).

Some new themes related to ‘good governance’ emerged in this more recent report. Study findings also demonstrated the importance of achieving gender equality in governance and self-governance in order to improve Aboriginal wellbeing. Furthermore, the assessment showed that sustainable development is linked to good governance and is considered a precondition for achieving Aboriginal wellbeing (*Impact Assessment*, 2011).

4.3.2 Methodology

The same three-pronged methodological approach was employed for both the 2003 and 2011 reports:

1. *Literature Review*: The review consisted of a wide range of research and academic publications that examine governance and wellbeing, with an emphasis on Aboriginal peoples. The purpose of this review was to draw a link between good governance and institutions of governance and the socioeconomic development of communities and societies. It suggested that communities with greater autonomy over all aspects of governance were in a better position to improve their socio-economic wellbeing (*Impact Assessment*, 2011).
2. *Quantitative Analysis*: used Statistic Canada data on education (“High School Completion” and “Post-Secondary Completion Rates”) and economic measures (“Unemployment”, “Employment”, and “Labour Force Participation Rates”) from the 1991, 1996, 2001, and 2006 Census’ to support the argument that the wellbeing of SGACs is better than those that are not self-governing. This analysis involved a longitudinal study of specific wellbeing outcomes for Aboriginal groups with SGAs, both as an aggregate of all SGACs as well as individual components. This examination of change over time (prior to as well as since self-government was implemented) and a comparison between self-governing and non-self-governing Aboriginal groups and All

Canadians, was designed to provide a sense of Aboriginal CW over time and as self-government “takes root” (*Impact Assessment*, 2011, p. 11).

3. *Qualitative Analysis/Structure Interviews*: consisted of interviews and focus groups with community leaders, administrators and other members working in a variety of governance and socio-economic areas. This qualitative analysis was designed to complement the statistical findings related to governance and other factors in order to gain a more complete assessment. The qualitative assessment was structured to gain insight on the progress that had been made since 2003, the impacts that have been experienced, and the factors that influence progress on achieving effective Aboriginal self-government from the perspective of three self-governing Aboriginal communities:
 - i. the Vuntut Gwitchin First Nation in the Yukon;
 - ii. the Nunatsiavut government in Labrador operating under the Labrador Inuit CLCA; and
 - iii. two Mi’kmaw communities of Nova Scotia participating in the Mi’kmaw Education Agreement.

Overall, interviewees reported that SGAs had a positive impact on their communities and resulted in “a renewed sense of pride in their governments and the right to elect their own governments and make their own decisions affecting their lives” (*Impact Assessment* 2011, p. 157).

4.3.3 Challenges and Limitations

A recurring theme from interviews with participating SGAs was that federal departments were denying them access to ongoing programs and services, as they were seen as either too ‘rich’ or because they are self-governing (*Impact Assessment*, 2011). The report recommended that the data be analyzed further in order to better establish the links between SGAs, CLCAs and CW, as well as additional structured interview with members of other self-governing communities.

Quantitative limitations identified through this assessment, and in numerous other studies that use Census data in their analysis, related to: data availability, sample sizes, causal relationships, and the change in Census education questions in the 2006. For example, some of the self-governing negotiation tables, or individual Aboriginal groups who were participating in aggregate self-government negotiation were not included in this study because Census data was insufficient and therefore prevented its release to researchers. This issue may arise where the population of the Aboriginal group is limited, or where the Aboriginal community or a consideration portion of its members did not participate in the Census. Another provided reason was that the absence of a “geographic base” related to the particular Aboriginal group in question, “prohibited identification of the Aboriginal Community” (*Impact Assessment*, 2011, p. 233). The change in the Census education questions between the 2001 and 2006 Census periods also posed challenges around comparability with the 2003 assessment; to overcome this issue, the two categories were combined into a single category to achieve comparability between the 2006 data and data from previous Census years.

Qualitative assessments revealed challenges related to a perceived inadequacy of financial and human resources. Participating SGACs reported that a lack of federal funding prevented maximum participation in this study due to existing numerous time and resources pressures and constraints related to self-government administration. In terms of causality, the study reported that the impact of self-government or general improvements in wellbeing cannot be isolated from other contributing factors and interactions that impact good governance and socio-economic wellbeing. These factors include the broader socio-economic environment in which Aboriginal communities or governments operate and the relationships Aboriginal governments have with provincial, territorial and municipal governments, the financial sector, and the private sector. Therefore, changes in wellbeing cannot be directly attributed to the signing of treaty agreements (Impact Assessment of Aboriginal Self-Government, 2011; Guimond et al., 2012; D. Lepa, personal communication, March 2, 2014). Due to the complexities associated with the transition to Aboriginal self-government, measuring change of this magnitude is not “an exact or certain science” (Impact Assessment, 2011, p. 233).

4.3.4 Conclusions

The methodology used in these assessment reports demonstrates how qualitative and quantitative methods can be combined to measure wellbeing more completely. For example, the 2011 report specifically states that the qualitative analysis was “designed to complement the statistical findings” to gain a more complete assessment (Impact Assessment, 2011, p. 10). In this way, qualitative data can be used to compliment quantitative findings by providing meaning and context. Some would argue that when measuring a multidimensional and complex concept such as CW, a quantitative finding is meaningless without a corresponding qualitative one, and that it is the qualitative data that gives meaning to qualitative figures provided (C. Anderson, personal communication, March 7, 2014; Community Consultant, personal communication, March 20, 2014).

Another key challenge identified in departmental reports and supporting interviews relates to the attribution of changes in wellbeing. As with the application of CWBI to Aboriginal communities with CLCAs and SGAs, general changes in wellbeing cannot be directly attributed to these treaty agreements and cannot be isolated from external factors that could be impacting CW regionally, or nationally. This is a major challenge for researchers and evaluators interested in assessing precisely how these treaties are impacting the wellbeing of the signatory groups. Due to the relatively recent signing of these modern treaty arrangements and the challenges associated with measuring short-term impacts, it may be too soon to measure precisely how these treaties are impacting CW (D. Siska, personal communication, March 17, 2014; C. Yong, personal communication, March 4, 2014).

In both assessment reports, Aboriginal communities identified a lack of government funding as the key factor which prevented them from fully participating in these studies. A lack of capacity in terms of training, time, and financial resources was identified throughout the research as one of the principles barriers to Aboriginal community participation in governments-sponsored, as well as community-driven wellbeing studies.

4.4 Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements: Federal and Inuvialuit Perspectives Report

The fourth and final area of study reviewed in this section is the *Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements: Federal and Inuvialuit Perspectives* report completed by the department's Evaluation, Performance Measurement, and Review Branch. This sub section is important because it situates the management and implementation of modern treaties within the department's broader program architecture, and demonstrates AANDC's new approach to measuring and assessing Aboriginal CW.

4.4.1 Background and Context

AANDC's Program Activity Architecture (PAA)

Management and Implementation of CLCAs and SGAs is positioned within the AANDC's Program Activity Architecture (PAA) under the Government Pillar. The Management and Implementation and Treaties Program contributes to the Government Strategic Outcome and aims to create and maintain ongoing partnerships to support both historic and modern treaties to fulfill Canada's legal obligations while considering Aboriginal rights and interests. This program is designed to support Aboriginal communities to articulate their interests, participate in economic activities, and manage and develop land and resources where applicable. It also helps to illustrate the importance of treaties and partnerships between the Crown and Aboriginal people; this is achieved by honouring Canada's obligations which are set out in final settlement agreements and by improving collaboration between Canada and Aboriginal communities. The stated goal of these partnerships is to improve Aboriginal CW by providing programs and services which contribute to the health and advancement of Aboriginal peoples and self-governing communities (*Program Alignment Architecture Descriptions*, AANDC, 2014).

See APPENDIX N for a diagram of the 2014-2015 PAA.

Performance Measurement Strategies and Evaluation Reports

In November, 2010, the Evaluation Performance Measurement and Review Committee endorsed a new approach to evaluating CLCAs and SGAs. This new approach focuses on methodologies which support a joint approach to evaluation work between Canada and Aboriginal signatory groups when assessing the impacts of CLCAs and SGAs. Under this approach "All evaluation and performance measurement strategies cover the evaluation issues of relevance, economy and efficiency, and effectiveness as per Treasury Board Policy on Evaluation" (Performance Measurement Strategy, 2013, p. 28). Performance management strategies and evaluations include:

- *Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements* – focus on the impacts of these agreements and will be conducted jointly with participating Aboriginal Signatory groups with CLCAs and SGAs in place.
- *Evaluations of the Negotiation and Implementation of Comprehensive Land Claim Agreements and Self-Government Agreements* – focus on how AANDC, on behalf of the Crown, is creating, supporting, negotiating, and implementing these agreements.

- *Evaluation of the Impacts of Self-Government Agreements* – focus on the impact of SGAs and will be conducted jointly with participating Aboriginal communities with either stand alone or sectoral SGAs in place, as well as those currently negotiating SGAs.

The stated benefits of this joint approach include:

- Strengthening the relationships between the Crown and Aboriginal communities.
- The opportunity to measure the impacts of CLCAs and SGAs in a more “cohesive manner”.
- The development of culturally relevant and appropriate standards of measurement.
- Bringing together Aboriginal, federal, and provincial/territorial perspectives. (*Performance Measurement Strategy*, 2013, p. 28).

A logic model was developed to communicate the key activities involved in the implementation of CLCAs and SGAs and to clarify links between these activities and the expected immediate, intermediate, and long-term outcomes. The logic model also shows how the ultimate outcome of CLCAs and SGAs is linked to the expected results within AANDC’s PAA.

See APPENDIX O for the logic model for AANDC’s Performance Measurement Strategy for Measuring the Impacts of CLCAs and SGAs.

See APPENDIX P for a brief review of other recent AANDC evaluation and audit activities which is provided for context and background.

4.4.2 Overview

This new collaborative approach to the evaluation of the impact of CLCAs and SGAs is demonstrated in the Evaluation, Performance Measure, and Review Branch’s most recent report: *Evaluation of the Impacts of Comprehensive Land Claims and Self-Government Agreements: Federal and Inuvialuit Perspectives* (2013).

The purpose of this evaluation was to “assess relevance and the extent to which expected outcomes of CLCAs and SGAs are being achieved” (*Evaluation of the Impacts*, 2013, p. iv). To achieve this object, the department engaged the Inuvialuit Regional Corporation (IRC) to participate in the evaluation process. AANDC’s vision is to conduct performance measurement and evaluation work in collaboration with Aboriginal signatory groups with the expectation that a higher level of engagement and cooperation will allow parties to communicate their interests and target performance measurement and evaluation work in a way that meets the specific needs of each party, as well as the needs shared by all parties. The evaluation report includes three sections: the Federal Component; the Inuvialuit Component; and Conclusions and Recommendations.

Federal Component

This evaluation covers all aspects of modern treaties, but focuses primarily on lands and resources and economic development. An evaluation of SGAs taking place in fiscal year 2014-15, will further assess the impacts related to governance and programs and services. This

evaluation does not include stand-alone SGAs. The federal component of this evaluation supported the following findings regarding the relevance and performance (effectiveness) of modern treaty arrangements:

Relevance

The need for clear, unambiguous agreements and close monitoring of the implementation of these agreements in order to “mitigate legal and contingent liability risks” as well as to ensure ongoing positive working relationships with treaty partners (*Evaluation of the Impacts*, 2013, p. v). However, a critical lack of ongoing monitoring and analysis regarding the impact of modern treaties was identified as a barrier to fully understanding the progress being made.

Performance

Agreements and side agreements provide the structure to support the intermediate outcomes. Structure for governance, programs and services, land and resources management are firmly in place; structures for economic development are in place, but not being included in all agreements. Despite these structures, the perception remains that modern treaty obligations have not been fully implemented resulting in barriers to progress. Additional analysis is required to determine how well the federal government is implementing the provisions contained in modern treaties (*Evaluation of the Impacts*, 2013).

Inuvialuit Component

The Inuvialuit Agreement is a stand-alone CLC. The goals of the agreement are to:

1. “Preserve Inuvialuit cultural identity and values within a changing northern society.
2. Enable Inuvialuit to be equal and meaningful participants in the northern and national economy and society.
3. Protect and preserve the Arctic wildlife, environment and biological productivity” (*Evaluation of the Impacts*, 2013, p. 64).

This section of the evaluation report does *not* focus on quantitative measures of achievements although those are included as evidence to support analysis. This component focuses instead, on the socio-economic impact of the Inuvialuit Final Agreement (IFA) by identifying the strengths and threats that are impeding progress towards achieving the goals of the Agreement. This is accomplished by focusing on land, institutions, and socio-economic areas, in which the following are described:

- *Strengths*: perceived existing strengths among partners and how this relationship supports progress; and,
- *Threats*: perceived issues and weaknesses that are barriers to achieving progress. (*Evaluation of the Impacts*, 2013, p. 64).

In particular this investigation looks at how progress is being achieved by:

- Implementing the provisions of the IFA: and
- IRC operations guided by IRC’s key values and strategies, linked to the IFA goals.

The stated aim of this work is to provide treaty partners with a more in-depth understanding of their relationship, individual institutional approaches, and how working in partnership can contribute to or slow progress. The Inuvialuit component supported the following findings regarding the relevance and performance of modern treaties:

Ownership, access to, and managing lands and resources

One of the IRC's identified strengths is its institutional stability, which underpins the stability of its participation in the co-management regime, along with its own land management. This stability positions the IRC as a "credible and equal partner" with governments and industry in relation to land management decision-making. The IRC states that the obstacles in the way of progress towards effective land management and administration are outside of the IRC's control, and require the IRC to channel resources into strategizing, negotiation, and mitigating these factors (*Evaluation of the Impacts*, 2013, p. vi).

Cultural vitality

Findings showed that for the IRC's efforts toward promoting and developing cultural vitality to succeed, individual Inuvialuit must take the responsibility to live their culture to the greatest extent possible. Canada must recognize that personal responsibility is most fully realized when there is support and resources, and that establishing those resources is part of each Treaty partner's role. More specifically, the IRC would like Canada and the Government of the Northwest Territories to view it as a service delivery partner whose capabilities are directly affected by the funding and accountability approach taken by funders.

Institutions and decision making

Study results stated that the IRC is a "well-established, stable, financially independent" institution that meets the criteria for success and stability set out in academic research related to Indigenous governance (*Evaluation of the Impacts*, 2013, p.vii). However, the IRC's progress toward achieving its land claims goals, with respect to both its institutional functionality and social and living conditions of the Inuvialuit population, is continually being hindered by the external policy choices of its partners. This creates issues for demand for services and the future of the IRC's institutional development.

Economic opportunity

Research showed that a different approach needs to be taken to increase "economic wellness" in the Inuvialuit Settlement Region (ISR). Integral to this approach is the understanding that the characteristics of the subsistence economy seen in most small communities in the ISR - such as reciprocity rather than profit is - should not be interpreted as "failed capitalism" or as issues or problems that need to be solved. This understanding allows for economic approaches based on features of a subsistence economy, rather than features of a non-existent market economy (*Evaluation of the Impacts*, 2013, p.vii).

Social development

The IRC's recognized institutional stability enables it to provide social policy programs to its beneficiaries, on behalf of and in partnerships with external organizations and partners. For example, the IRC has undertaken work to identify and gather statistical data for institutional program focus and delivery. However, "colonial policy-induced social suffering" was identified

as a significant near-term and long-term threat to the IRC's social development, the institutional development and stability of the Corporation, and the potential for future generations to continue with this work (*Evaluation of the Impacts*, 2013, p.vii).

4.4.3 Methodology

Federal Component

Evaluation results were based on the analysis of data obtained through:

- *Document and literature review*: Focused on documents related to impacts of modern treaties such as: Memoranda to Cabinet documents, Treasury Board submissions, data collected through the performance measurement strategy; previous evaluations and audits (internal and external by Auditor General), internal documents (such as agreement reviews and annual reports; and AANDC policy and performance reports.
- *Key informant interviews*: Thirty-eight interviews were conducted with representatives from AANDC, ODGs, Provincial and Territorial Governments, Northern Regulatory Bodies, and the AFN.
- *File review*: To assess the extent to which each agreement is aligned with policy objectives and provides structures to support the intended outcomes. The review is based on government approval documents, final agreements and any associated side agreements (e.g. a fiscal financing agreement), implementation annual reports and any publically available information such as public registry of laws for an Aboriginal signatory group.
- *Legal landscape* This analysis was conducted to inform how “the legal landscape related to modern treaties has evolved, the extent to which settling claims affects litigation related to Aboriginal rights, and the legal benefits to Crown that result from settling claims” (*Evaluation of the Impacts*, 2013, p. 8).
- *Financial and economic analysis*: Was conducted to provide an economic perspective on the extent to which modern treaties have contributed to their intended outcomes. The analysis involved comparing the structures established through the agreements with existing economic development theory to establish the likelihood of achieving the intended outcomes. This was followed by an in-depth analysis of the IFA on observed economic trends.
- *Statistical analysis*: conducted to assess the contribution that individual agreements are making to the achievement of the intended long-term outcome by analyzing specific economic, social and cultural indicators. The analysis drew on special tabulations drawn from the 2006 Census data and focused on the Aboriginal identity population living in one-hundred-thirteen Census subdivisions affiliated with one or more modern treaties.³ This data was then compared to the Aboriginal identity population and non-Aboriginal population.
- *Contingent liability analysis*: This analysis involved a review of amounts reported as contingent liabilities for the fiscal periods from 2003-04 to 2012-13 to assess the impacts of settling, or not settling, and claims on the contingent liabilities of the Crown. Two

³ No 2006 data is available for twenty-eight areas, either due to small population sizes or Global Non-Response Rates of at least twenty-five percent.

interviews with AANDC representatives involved in the reporting of contingent liabilities related to CLCAs and SGAs were conducted for this analysis.

- *Gender analysis:* An assessment of gender impacts related to modern treaties included a review of relevant literature on issues related to gender participation in negotiations and decision making, protection of equality rights, matrimonial real property, and participation in traditional cultural and economic activities.

Inuvialuit Component⁴

The research for the Inuvialuit component was based on:

- *Key informant interviews:* The evaluation was based on seventeen interview questions identified by the original matrix developed jointly between AANDC and the IRC. The evaluation was conducted by Fox Consulting Ltd. Individuals working for both the IRC and Canada were interviewed. This method allowed for the “production of ethnographic evidence, and corroborating issues arising out of lines of evidence emerging from the literature and interviews” (*Evaluation of the Impacts*, 2013, p. 68).
- *Literature review:* Evaluation involved a literature of IRC internal documents, reports, and publication, in addition to academic literature relating to Inuvialuit and Canadian and international Indigenous co-management, institutional and governance capacity development, and economic development. The analysis consisted of identifying recurring issues, themes or specific factors within the various lines of evidence, together with quantitative measures applicable to addressing the evaluation questions posed.

4.4.4 Challenges, Limitations, and Findings

Federal Component: Challenges and Limitations

Authors of the evaluation reported a number of important consideration and limitations related to the assessment of the impact of CLCAs and SGAs:

- *Participation:* Aboriginal signatory groups are not required under modern treaties to participate in performance measurement and evaluation processes. Therefore, the department relies mostly on information gathered through periodic evaluations, in which Aboriginal signatory groups agree to participate, to support performance measurement and evaluation in the context of modern treaty arrangements.
- *Data Availability:* Availability of ongoing performance data related to all aspects of the logic model was limited. This includes data from the Treaty Obligation Monitoring System, which was not available at the time of the evaluation, and limited baseline data to use to compare with current measures of progress.
- *Statistical Analysis:* was limited to an analysis of the 2006 Census and Household surveys. The CWBI was not used in this study as this index, as it is currently calculated, does not lend itself to being applied to modern treaties, as it captures a high percentage of non-Aboriginal persons.
- *Data Limitations:* Aboriginal communities tend to be smaller, with a lower working population, and are consequently more affected by Statistics Canada Census data

⁴ The IRC does not have self-government; therefore their participation in the evaluation is limited to impact of a land claim.

confidentiality guidelines than other communities. Therefore, Census rounding procedures and confidentiality rules can affect data quality.

- *Location:* Statistical analysis was based on data pertaining to individuals living in the treaty settlement area and did not include beneficiaries residing off treaty settlement areas.
- One Aboriginal signatory group participated in the evaluation process though the methodology anticipated the participation of three signatory groups participating (*Evaluation of the Impacts*, 2013).

Inuvialuit Component: Findings

The evaluation found that CLCAs and SGAs have put in place structures for governance, program and services, land and resource management, and economic development. It was noted that these corporate structures may not have been formed in the absence of the IFA. However, social and economic indicators suggested that Aboriginal signatory groups lag behind both the non-Aboriginal population and the Aboriginal identity population in education, income, and labour force characteristics. The IRC's institutional stability and economic success is threatened mainly by the opportunity costs created by its resources being required to address social issues. Across agreements, there remains the perception that modern treaty obligations have not been fully implemented resulting in barriers to progress.

4.4.5 Summary of Findings

Several themes emerge from the 2003 Evaluation Report which are in-line with key findings identified throughout this report. A collaborative approach was identified in the federal perspectives as being important for determining the interests and goals of each party to ensure that their specific and mutual needs are met. It was also stated as important for developing culturally relevant standards of measurement. Partnerships were also identified in the Inuvialuit component as important in terms of how those partnerships are strengthening or hindering the achievement of the goals outlined in the IFA.

From the federal perspective, the major barrier to more comprehensive evaluation and measurement processes is that Aboriginal signatory groups are not required to participate in performance measurement and evaluation processes. Other challenges identified related to data, primarily a lack of available baseline data and issues around protecting the privacy of individual-level data gathered from smaller Aboriginal communities. Other methodological limitations relate to common issues with Census data, such as the inclusion of Non-Aboriginal people in Census counts in Aboriginal communities, as well as the exclusion of data from Aboriginal community members living off Treaty Settlement lands.

From the Inuvialuit, the primary 'threat' or barrier to achieving the goals outlined in the IFA, relate to a lack of government funding to support activities related to the management of land and resources, cultural vitality, social development, and economic opportunity. Their findings show that although CLCAs and SGAs have put in place key structures for governance, programs and services, land and resource management, and economic development, progress towards goal attainment is being threatened by factors out of their control, namely the external policy decisions of their partners and a lack of government support for capacity building.

4.5 Conclusions

Despite AANDC's efforts to effectively measure, assess, and evaluate Aboriginal CW and the impact of CLCAs and SGAs, the conclusions drawn from each subsection show that challenges to department practices remain. The Evaluation, Performance Measurement and Review Branch's *Five-Year Plan for Evaluation and Performance Measurement Strategies: 2013-14 to 2017-18*, articulates the challenges of evaluating treaty and self-government processes in its Risk-Based Audit Plan (2013). Of the twelve planned evaluations for 2013-14, the evaluation of "Processes for Implementing Comprehensive land claims and Self-Government" had the highest score, categorizing it as an area of evaluation with a "very high risk" to AANDC's ability to achieve its objects, a high level of complexity, and a lack of an adequate performance measurement strategy in place (*Five-Year Plan for Evaluation and Performance Measurement Strategies*, 2013). In order to assess what is working well and to identify potential gaps in departmental approaches, an analysis of each area of study within AANDC, and the practices and methodologies used to measure, assess, and evaluate Aboriginal CW are summarized in a table in the section below.

4.6 Findings

The following table presents an analysis of the four primary areas of study reviewed in Section 4.0 and subsequent sub-sections, against the framework of criteria for an effective measurement tool or processes for measuring Aboriginal CW, derived from the literature review:

AANDC Tool, Project or Report	Criteria for Measuring Aboriginal Community Wellbeing				
	<i>Framework</i>	<i>Combines qualitative and quantitative</i>	<i>Strength-based/ community-centered</i>	<i>Culturally Relevant Indicators</i>	<i>Engagement and Collaborative Processes</i>
<i>The Community Wellbeing Index (CWBI)</i>	Yes - Clearly states the purpose of the Index - States purpose of indicators used.	No - Uses only quantitative indicators related to: income, education, housing, and employment.	No - Indicators were selected from research by the department. - No Aboriginal community consultation sought.	Somewhat - Indicators used may be important to Aboriginal communities, but are not culturally specific. - Does not include qualitative indicators or data.	No - The development of the index was not done in collaboration with communities.
<i>Thematic Indicators Project</i>	Yes - Clearly states purpose of study. - States purpose of indicators used.	Yes - Includes both quantitative (e.g. GDP, percentage of people satisfied with community education) and qualitative indicators (e.g. mental and emotional health) - Indicators capture aspects of economic, social, environmental, and subjective wellbeing.	Somewhat - Department-driven study, but seeks input from Aboriginal organizations to gain Aboriginal perspectives. - Indicators are designed to capture community perspectives.	Yes - For example, under the Governance theme, the indicator “satisfaction with quality of basic education” includes satisfaction with First Nation, Inuit, and Métis language learning and teaching resources.	Somewhat - Not a fully collaborative initiative, however authors sought engagement and consultation and outside interviews with Aboriginal organizations for indicator development.

<i>Impact assessment of SGAs and CLCAs reports</i>	<p>Yes</p> <ul style="list-style-type: none"> - Clearly states purpose of study. - States purpose of indicators used. 	<p>Yes</p> <ul style="list-style-type: none"> - Research involved quantitative (using Statistics Canada data) and qualitative analysis (gathered from structured interviews). 	<p>No</p> <ul style="list-style-type: none"> - Department driven study using outcome-based indicators. 	<p>Somewhat</p> <ul style="list-style-type: none"> - Indicators used may be important to Aboriginal communities, but are not culturally-specific. 	<p>Somewhat</p> <ul style="list-style-type: none"> - Not a fully collaborative initiative, however department sought input from Aboriginal communities to gauge progress.
<i>Evaluation of the impact of SGAs and CLCAs reports</i>	<p>Yes</p> <ul style="list-style-type: none"> - The federal component uses a logic model to link the activities, outputs and outcomes of modern treaties to AANDC's PAA and performance measurement strategy - The Inuvialuit uses the IFA as a framework to measure progress towards achieving the goals of the Agreement. 	<p>Yes</p> <ul style="list-style-type: none"> - The federal component includes both qualitative and quantitative assessments in its evaluation. - Research for the Inuvialuit component was purely qualitative. 	<p>Yes</p> <ul style="list-style-type: none"> - Although the department engaged the IRC to participate in the evaluation process, the IRC designed their component, independent of the department. 	<p>Yes</p> <ul style="list-style-type: none"> - The federal component assessment of gender impacts related to modern treaties included participation in traditional and cultural economic activities. - The Inuvialuit component relates specifically to preservation of culture, meaningful participation in economy and society and protection and preservation of environment and biological productivity. 	<p>Yes</p> <ul style="list-style-type: none"> - This evaluation was a collaborative initiative whereby each party articulated its own goals and employed its own specific methodology to achieve those goals.

5.0 Informant Interviews

The following section presents qualitative findings, as a list of key themes derived from interviews with informants from different directorates and branches within AANDC, as well with as two consultants from the private sector⁵. The questions for these interviews were developed from the research provided by the literature review. The findings from these interviews are designed to complement the conclusions and findings from the literature review and the review and analysis of AANDC's practices, and to inform and support this report's recommendations

5.1 Key Themes

Interviewees were asked ten questions related to methodologies for measuring Aboriginal CW and the impact of treaties. From these interviews, the following nine themes emerged:

Theme 1: Community-driven, strength-based approaches to measuring CW

When asked to discuss some of the most important factors to consider when measuring CW, more than half of the respondent recommended that initiatives for measuring CW be community-driven and community-centered⁶. This means that measurement of CW should begin at the community level, where Aboriginal communities measure wellbeing from their own perspective, in a relevant and culturally appropriate way. A community-driven approach to measuring CW would involve defining CW in order to develop measures and indicators that are meaningful and useful to communities. This could mean that a single community develops its own unique definition of CW, or it could be a collaborative process involving several communities developing a shared definition of CW. This approach could also be described as strength-based approach, where Aboriginal governments bring their community members together to identify existing strengths and capacities to determine how these can be leveraged, rather than focusing solely on weaknesses or problems. This can assist communities to identify their goals and priorities, which can then be developed into community plans. Once desired goals or outcomes have been identified, they can work backwards to develop measures that will help them to achieve these goals.

From this perspective, AANDC would not impose its definition or perception of wellbeing on communities, nor would it dictate how CW should be measured⁷. Instead, AANDC would play a more supportive role by assisting communities to develop the capacity required to undertake a community-led wellbeing study. This could include the provision of training and tools for data collection and storage within communities⁸. Another option for signatory groups could be to use provided implementation funding to train community members to collect and store data and to

⁵ This section's interview citations are included as footnotes in order to facilitate easier reading.

⁶ C. Yong, personal communication, March 4, 2014; C. Anderson, personal communication, March 7, 2014; D. Shortt, personal communication, March 6, 2014; D. Prosser, personal communication, March 2, 2014; D. Lepa, personal communication, March 2, 2014; Community Consultant, personal communication, March 20, 2014; Performance Measurement Consultant, personal communication, March 20, 2014.

⁷ D. Lepa, personal communication, March 2, 2014; Shortt, personal communication, March 6, 2014.

⁸ Community Consultant, personal communication, March 20, 2014.

develop community plans in way that is in-line with community-determined values and priorities⁹.

Theme 2: Collaboration and meaningful participation

A second major theme relates to collaborative partnerships between the department and Aboriginal communities in order to gain more insight into the other's perspectives on CW in order to determine priorities that could potentially benefit both parties¹⁰. Government could reach out to Aboriginal communities and governments to start a dialogue about how the treaty process is a "shared journey" and to determine how each party can support the other¹¹. Working together to identify the tools communities need to study and measure their own CW and discussing ways those processes can be supported or facilitated could benefit not only communities, but also the department which could use that information to align its priorities with those defined by communities and to incorporate data it into its departmental performance measurement strategies. This work could be supported by ODGs to discuss promising practices which could be implemented horizontally between departments or organizations¹². This approach would involve equal participation from both parties at all stages of research including joint indicators development, development of data collection instruments, and data sharing practices¹³.

Theme 3: Purpose and context

A third key theme is the importance of having a well-defined purpose for measuring CW and stating the objective and context for this measurement¹⁴. A key question to ask would be "what are we trying to accomplish"¹⁵? For example is the government measuring CW because it wants to learn about and address outcomes, or is the purpose solely to meet reporting requirements¹⁶? Once a purpose has been defined, a framework can be developed and indicators can be selected to fulfill that objective¹⁷. Being transparent about the methodologies used, their limitations, as well as how the data collected, used, and who will own it, are other key considerations¹⁸.

In terms of context, it is important to state from whose perspective of wellbeing you are measuring; for example, is it from government's perspective, or the community's? Context is also important for determining factors that may impact CW. For example, if studying a single community, it is imperative to look beyond the community level to regional, provincial, or national factors which could indirectly impact CW. It is also important to develop a measurement tools which can be adapted to different contexts, for example on-reserve and off-reserve.

⁹ D. Shortt, personal communication, March 6, 2014.

¹⁰ D. Lepa, personal communication, March 2, 2014.

¹¹ Community Consultant, personal communication, March 20, 2014.

¹² Community Consultant, personal communication, March 20, 2014.

¹³ D. Prosser, personal communication, March 2, 2014; D. Lepa, personal communication, March 2, 2014; C. Anderson, personal communication, March 7, 2014.

¹⁴ D. Lepa, personal communication, March 2, 2014; D. Prosser, personal communication, March 2, 2014; C. Yong, personal communication, March 4, 2014; P. Billingsley, personal communication, March 11, 2014.

¹⁵ AANDC researcher, personal communication, March 10, 2014.

¹⁶ C. Anderson, personal communication, March 7, 2014.

¹⁷ P. Billingsley, personal communication, March 11, 2014; C. Yong, personal communication, March 4, 2014.

¹⁸ P. Billingsley, personal communication, March 11, 2014; Performance Measurement Consultant, March 20, 2014.

Other key factors of CW identified by interviewees related to:

- *Location*: Isolation (physical or spiritual) and remoteness, and employment opportunities in urban versus rural communities¹⁹.
- *Data*: How or if data can be accessed; who will use, own and access the data; the quality of data; the need for comparable and longitudinal data; privacy; and which population are included in CW calculations²⁰.

Theme 4: Culturally appropriate and relevant indicators

Interviewees were asked what kind of indicators could be included in a CW index and if they could suggest some potential indicators. Many of the interviewees stated the importance of developing indicators which are relevant to communities, and that account for and consider Aboriginal culture. They also expressed that many of the indicators the department uses to measure CW are not always relevant to the communities they are measuring. Therefore, the department could move beyond program-focused indicators, to develop indicators which are context-specific and useful for communities²¹.

Interviewees recommended that more qualitative indicators be developed for measuring CW, including: health and wellness; culture and tradition; governance; enforcement of policies and regulations; engagement and communication; and economic success. The following measures and indicators were suggested:

Measure	Indicator(s)
<i>Health & Wellness</i> : are identified in the research as essential components of CW. Indicators related to social determinants of health are becoming increasingly important in the field of CW measurement.	<ul style="list-style-type: none"> • How many youth participate in team sports? • What opportunities are available for daycare, transportation, etc? • How much is your weekly cost for food?
<i>Culture and Tradition</i> : is inextricably linked to Aboriginal CW.	<ul style="list-style-type: none"> • How many artists are carving in the community? • How many community members speak their native language? • Does your community use healing or talking circles to discuss community issues?
<i>Governance</i> : solid governance structures and strong leadership with good governance policies were identified as key elements of CW.	<ul style="list-style-type: none"> • Law enforcement/enforcement officers • Fair hiring practices • Wholesale changes in administration staff with the election of a new chief

¹⁹ Implementation Negotiator, personal communication, March 17, 2014; D. Siska, personal communication, March 17, 2014.

²⁰ D. Lepa, personal communication, March 2, 2014; AANDC Researcher, personal communication, March 10, 2014.

²¹ D. Prosser, personal communication, March 2, 2014; Performance Measurement Consultant, personal communication, March 20, 2014; C. Yong, personal communication, March 4, 2014; C. Anderson, personal communication, March 7, 2014.

	and council (could indicate corruption or poor governance)
<i>Engagement and Communication:</i> engaging and consulting with community members on civic issues.	<ul style="list-style-type: none"> • Do community members feel they have a voice, and are being heard? • Are elders being engaged and honoured? • How many Annual General Meetings have there been? How many people attended? What happened at the meetings? • Does the community have an active website?
<i>Economic Success/Participation in Economy:</i> related to economic growth and sustainability.	<ul style="list-style-type: none"> • What does the community contribute to the local, provincial, national, or global economy? • What is a community's equivalent to GDP? • What traditional economic activities are community members engaged in?

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Other measures suggested included: life skills, social support, employment, education, land and resource development, and safety.

The usefulness of particular indicators relates to the purpose for measuring CW. Some department experts stated the need for external and objective standard, outcome-based indicators, which are used to compare and measure outcomes and investments²³. This relates to the need for AANDC to be accountable to Canadian taxpayers and the Treasury Board, by demonstrating the outcomes of monies invested in various programs and services. However, some interviewees stated that the department's focus on program-based, outcome indicators, could potentially "blind" them to looking at other key elements of CW not captured by standard indicators²⁴. It was generally agreed that these standard indicators were not often useful for communities and should not be imposed on them²⁵.

Theme 5: Qualitative and quantitative methods are complimentary

²² Community Consultant, personal communication, March 20, 2014; Implementation Negotiator, personal communication, March 17, 2014; C. Anderson, personal communication, March 7, 2014; Performance measurement consultant, personal communication, March 20, 2014; D. Siska, personal communication, March 17, 2014.

²³ C. Yong, personal communication, March 4, 2014; D. Prosser, personal communication, March 2, 2014; D. Lepa personal communication, March 2, 2014.

²⁴ D. Prosser, personal communication, March 2, 2014; Implementation Negotiator, personal communication, March 17, 2014.

²⁵ D. Prosser, personal communication, March 2, 2014; D. Lepa personal communication, March 2, 2014; Community Consultant, personal communication, March 20, 2014; C. Anderson, personal communication, March 7, 2014.

All interviewees agreed that there were strengths and weaknesses to each approach, but that a combination of qualitative and quantitative measures were necessary for gaining a more complete picture of CW.

Qualitative

Qualitative data is “fuller and richer” than quantitative data and can provide context and background for quantitative findings. It is, however, more challenging to compare over time and requires regular follow up²⁶. Qualitative data is also less reliable than quantitative data, in that response to questions can be affected by the mood of the participant on a particular day, or answers can be influenced by an expected outcome. Furthermore, qualitative data can be difficult to quantify, or enumerate, in terms of turning a narrative into data which is comparable to other narratives; this type of analysis requires a specific level of expertise, and completing this work can be costly²⁷. To mitigate some of these challenges, the use of structured questionnaires or interviews for communities participating in a study was recommended to generalize across individual communities. However, significant resources are required to design survey materials and organize interviews with community members²⁸.

Quantitative

Quantitative data was cited as easier to access, calculate, and present than qualitative data²⁹. Quantitative data is readily available through surveys conducted by Statistics Canada, such as the National Household Survey, the APS, as well as from the First Nations Governance Centre, and community schools. However, quantitative data alone provides only a “snap shot” of CW, and may require a corresponding qualitative component to provide a richer and fuller picture³⁰.

Theme 6: Community self-assessments versus external assessments

When asked about the strengths and limitations of self-assessments and external assessments, interviewees agreed that both approaches had strengths and weaknesses, and that both are useful depending on the purpose of the study.

Self-Assessments

Self-assessments were cited as useful from a strength-based, community-centered approach, as they can be tailored to meet the specific needs of an individual community. Information from these assessments is useful for communities in terms of determining priorities and goals, and for short and intermediate community planning³¹. However, data from self-assessments may not be practical for comparing CW between communities if each community is employing a different

²⁶ Community Consultant, personal communication, March 20, 2014.

²⁷ C. Yong, personal communication, March 4, 2014; AANDC researcher, personal communication, March 10, 2014.

²⁸ P. Billingsley, personal communication, March 11, 2014.

²⁹ Performance Measurement Consultant, personal communication, March 20, 2014; AANDC researcher, personal communication, March 10, 2014; C. Yong, personal communication, March 4, 2014.

³⁰ P. Billingsley, personal communication, March 11, 2014; Community Consultant, personal communication, March 20, 2014.

³¹ Community Consultant, personal communication, March 20, 2014; D. Lepa, personal communication, March 2, 2014.

methodology³². A potential limitation to self-assessments relates to external factors which could influence a CW study; for example, outcomes may influence funding, and this could affect the selection or indicators included in a study³³. Also, as can be the case with any personal assessment, information provided may not be completely objective or critical³⁴.

External Assessments

From a departmental perspective, it is important to gather comparable data on CW which can be used to meet the department's reporting requirements. External studies which provide publically available, comparable and easy to access data, such as Statistics Canada surveys, are practical tools the department can use to draw comparison between Aboriginal communities; for example CW in communities with historic versus modern treaties, as well as between Aboriginal communities and non-Aboriginal communities. However, as with self-assessments, government responsibilities and political dimensions can influence the selection and application of CW indicators and data resulting in "selection bias"³⁵.

One consideration for mitigating potential biases is to have a 'neutral' third party, such as academic researcher from a university, conduct a CW study. For example, Tsawwassen recently completed a quality of life survey with the University of British Columbia to measure the quality of life and CW of the Tsawwassen community post-Treaty. This collaborative approach could also extend to a tripartite partnership between an academic researcher, AANDC, and Aboriginal communities to collect data in partnership and share data and information that would meet the needs of all parties³⁶.

Theme 7: Lack of capacity

The major theme which emerged from a discussion of biggest challenges to collecting CW data in Canadian Aboriginal communities is a lack of capacity, in terms of time and resources. Research shows that many Aboriginal communities are already severely stretched in terms of the time and money required to meet reporting requirements outlined in agreements, as well as from participation in studies undertaken by various departments, ministries, and organizations³⁷. Neither, the government nor communities have the financial resources or expertise required to fully measure CW³⁸. This is particularly true for SGACs that are already investing significant time and resources in setting up and administering their governments.

³² C. Yong, personal communication, March 4, 2014; P. Billingsley, personal communication, March 11, 2014; D. Siska, personal communication, March 17, 2014). It could however, be useful for the department by providing a new perspective on local CW issues (D. Prosser, personal communication, March 2, 2014).

³³ C. Yong, personal communication, March 4, 2014.

³⁴ D. Prosser, personal communication, March 2, 2014.

³⁵ P. Billingsley, personal communication, March 11, 2014.

³⁶ D. Lepa, personal communication, March 2, 2014; Community Consultant, personal communication, March 20, 2014.

³⁷ D. Lepa, personal communication, March 2, 2014; Community Consultant, personal communication, March 20, 2014; Performance Measurement Consultant, personal communication, March 20, 2014; D. Prosser, personal communication, March 2, 2014; C. Yong, personal communication, March 4, 2014; C. Anderson, personal communication, March 7, 2014; D. Siska, personal communication, March 17, 2014; Implementation Negotiator, personal communication, March 17, 2014; D. Shortt, personal communication, March 6, 2014.

³⁸ C. Yong, personal communication, March 4, 2014.

In order to build the capacity communities require to collect data and undertake CW assessments, some experts have suggested that AANDC provide communities with more funding and training. For example, this could be included in fiscal financing agreements, as part of implementation funding³⁹. Departmental support for training community members on methodologies for measuring CW and developing a community database for collecting and storing data was also cited as a useful way to assist in community capacity-building. Support for community healing was identified by a Community Initiatives Officer as the essential prerequisite for building CW and contributing to positive outcomes in communities. Providing tools, education, and training to communities to establish strong governance structures and leadership, along with community healing, could help to build lasting capacity in communities⁴⁰. Historical evidence shows that providing only financial capacity, without other types of non-financial supports does not in itself increase a community's wellbeing. On the contrary, without those key structures in place, economic development could have the opposite affect and have potentially devastating effects on communities⁴¹.

Another consideration is sharing data and improving access to existing data. This would help to avoid duplication in terms of data collection initiatives and CW studies which may already be underway in other communities. An example of this kind of information sharing is the aforementioned BC Data Initiative. Providing funding and sharing data and methodological approaches to measuring CW may assist communities to increase their capacity and knowledge and relieve some of the financial and time burden associated with conducting CW studies.

Theme 8: There are several challenges to measuring the impact of modern treaties on Aboriginal CW

Data Availability and Information Sharing

A major barrier to effectively assessing the impact of modern treaties on Aboriginal CW is that many communities are not collecting baseline data from the date the treaty comes into effect⁴². This may be related to a lack of capacity in terms of time and funding, as discussed in the previous theme. This lack of, or inconsistency in data collection, can make it challenging to identify trends and track changes in CW over time. Even if data is collected by a community, asking the community to share it with the department poses another challenge. Since signatory Aboriginal groups are no longer obligated under the *Indian Act* to share information with the federal government, there may be no incentive for these communities to involve the government in their CW studies, or to share the results. For example, Tsawwassen has chosen not to share the results of their recent joint study with UBC on quality of life and wellbeing with the AANDC.

Other challenges to data collection and data sharing relate to issues around privacy and trust. A lack of trust was identified by interviewees is a major barrier to the federal government forming partnerships and relationships with Aboriginal communities to collect and share community-level data. Historically the federal government has developed policies which have negatively

³⁹ C. Yong, personal communication, March 4, 2014; Community Consultant, personal communication, March 20, 2014; Performance Measurement Consultant, personal communication, March 20, 2014; D. Shortt, personal communication, March 6, 2014.

⁴⁰ C. Anderson, personal communication, March 7, 2014.

⁴¹ C. Anderson, personal communication, March 7, 2014.

⁴² D. Siska, personal communication, March 17, 2014; Implementation Negotiator, personal communication, March 17, 2014; D. Lepa, personal communication, March 2, 2014.

impacted and significantly devastated Aboriginal communities across Canada; therefore, there remains an understandable lack of trust of the government on the part of many Aboriginal communities of how Aboriginal data is collected and disseminated.⁴³ Issues around privacy are significant in smaller communities, where lesser population numbers make it easier to identify from which individual-level data was collected⁴⁴. Overcoming these obstacles would involve a conversation between communities and the department about protecting individual-level data through the Privacy Act and the use information technology, such as privacy protecting software or data bases⁴⁵.

Another suggestion for overcoming barriers around data collection and data sharing is to discuss including a clause in treaty agreements which would require signatory groups to collect CW data from treaty effective data and share parts of it with government to use to meet its reporting requirements⁴⁶. Another approach could be for the department to provide fund and/or support signatory groups to complete their own CW assessment contingent on sharing at least parts of the study's results. These studies could also be completed collaboratively with both parties working together to develop indicators which are relevant and useful to both parties⁴⁷.

Attribution

A methodological limitation to effectively measuring the impact of treaties, as identified in the department's application of the CWBI to signatory groups, relates to attribution. Interviewees working in program evaluation and CW research acknowledge that is extremely difficult to ascertain if changes in CW are a direct result of treaties⁴⁸. This relates to the importance of considering broader contexts or external factors which could be impacting changes in wellbeing. For example, a regional boom in the economy could increase the economic wellbeing of all communities in that area, so it would be difficult to ascertain if that increase in wellbeing was result of the treaty, or an overall regional trend. Moreover, signatory communities may be receiving external funding, support, or services from the province or from private companies and these factors could have an impact on the wellbeing of these communities. It is therefore difficult to state with certainty that changes in CW, positive or negative, are a direct result of a treaty.

Time

Due to the relatively recent signing of modern treaties, it may be too soon to effectively assess the impact of treaties on CW⁴⁹. Since there is an evident lack of tools for measuring the short-term impacts of modern treaties, attempting to measure changes in CW and attributing them

⁴³ C. Anderson, personal communication, March 7, 2014; D. Shortt, personal communication, March 6, 2014.

⁴⁴ Community Consultant, personal communication, March 20, 2014; P. Billingsley, personal communication, March 11, 2014.

⁴⁵ D. Prosser, personal communication, March 2, 2014.

⁴⁶ D. Lepa, personal communication, March 2, 2014; D. Shortt, personal communication, March 6, 2014.

⁴⁷ D. Lepa, personal communication, March 2, 2014; D. Prosser, personal communication, March 2, 2014.

⁴⁸ D. Lepa, personal communication, February, 2, 2014; D. Shortt, personal communication, March 6, 2014; Community Consultant, personal communication, March 20, 2014; Performance Measurement Consultant, personal communication, March 20, 2014; AANDC Researcher, personal communication, March 10, 2014; C. Yong, personal communication, March 4, 2014.

⁴⁹ C. Yong, personal communication, March 4, 2014.

solely to the treaty process may impact the successful implementation of these agreements and future agreements⁵⁰.

Theme 9: Consider important questions

A series of key questions were raised in the research and informant interviews. These questions could be considered by the department for determining next steps for improving and developing more effective processes for measuring Aboriginal CW and the impact of treaties.

- What is wellbeing?
- Can we even measure CW?
- If some of the poorest countries in the world report the highest level of happiness, how can we account for that?
- Should the government be measuring CW?
- By solely measuring outcomes, is the department overlooking types of indicators which could potentially improve CW?
- Do Aboriginal communities need SGAs and CLCAs to be successful?
- How can bias be avoided in any CW assessment (self, external or academic)?
- How does government address outcomes? For example, if studies show communities with low CW, how does government address those outcomes?
- Where data indicates that outcomes fall below national standards or the standards of other communities how can one work backwards to determine the root causes?
- How does measuring CW tie into continuing the department's implementation of these agreements?
- How can the department use the results of CW studies to have direct change on the renewal of agreements?
- What is success in a self-governing context?
- How do we define success?
 - Is success defined by the communities or by government?
 - How will we know when we've achieved it?

5.2 Conclusions

It has been suggested that AANDC has not done an adequate job of measuring the impact of treaties, or of measuring the overall wellbeing of signatory Aboriginal communities. The department may be focusing too much on indicators which measure outcomes from programs and services but are not necessarily relevant or useful communities. Moreover, current departmental funding and support may not be sufficient for communities interested in participating in CW studies, or leading their own. The CWBI, while useful for identifying important trends and changes in CW and comparing the wellbeing of Non-Aboriginal and Aboriginal communities, has been shown to be ineffective for measuring the impact of modern treaties on signatory communities. These shortcomings are compounded by factors which are to some degree out of the control of the department including: a lack of baseline data, barriers to accessing data, attribution of changes in CW, and time.

⁵⁰ D. Siska, personal communication, March 17, 2014; Implementation Negotiator, March 17, 2014.

6.0 Recommendations

This final section of the report presents six recommendations for consideration by the department. These recommendations are drawn from the conclusions and findings derived from the three lines of investigation employed for this research. More specifically these recommendations are drawn from:

1. Approaches and methodologies identified in the literature review as important for effectively measuring Aboriginal CW.
2. The analysis of AANDC's practices for measuring Aboriginal CW which revealed ongoing challenges to the department's measurement of the impact of modern treaties.
3. Professional perspectives and key considerations for measuring Aboriginal CW gathered from interviews with informants working in various areas related to CW.

These recommendations are designed to guide the work of the department to more effectively measure, assess, and evaluate Aboriginal CW and the impact of modern treaties. While there is no obvious single solution for overcoming the challenges of measuring Aboriginal CW and the impact of treaties, the department could consider the following recommendations in determining next steps.

Recommendation 1: Form a collaborative partnership

Taking a joint approach to measuring, assessing, and evaluating Aboriginal CW is recommended for many reasons. For example, collaborating on CW initiatives may strengthen the relationship between the department and Aboriginal communities. Working together in full partnership is also beneficial for determining mutually beneficial priorities and goals. Working directly with community members to gain local perspectives will assist the department to develop more culturally appropriate measurements and to better align its programs and services with the needs and priorities of individual communities. Another option is to work together in a tripartite relationship with an academic researcher who could conduct the CW study and share the information gathered with all parties. This would require communities to have conversations about what data they are willing to share with the government and other interested parties. Horizontal collaboration with ODGs is also recommended for sharing the cost of studies and for sharing information and data.

Recommendation 2: Provide capacity

As part of a collaborative approach, it is recommended that the government provide funding and training to signatory communities interested in measuring their CW. Providing funding and training to assist communities to build capacity may be beneficial in terms of planning for the future and becoming more self-reliant. This support could include training on methodologies for measuring CW as well for the development of technological tools for collecting and storing community-level data. For example, communities could collect baseline data from the date the treaty becomes effective, and the government could support them to measure it over time. For this approach to be effective, a partnership would need to be established before the treaty's effective date in order to determine what data would be useful for each party. An option could be

to build a performance measurement strategy into the agreement as part of the “getting ready phase” of the agreement⁵¹.

Recommendation 3: Clearly articulate a goal or objective

As discussed, clearly articulating a well-defined purpose for measuring CW was stated as an important prerequisite for effectively measuring CW. It has been suggested that in order to successfully measure the impact of modern treaties, both the government and communities need to state the precise end goal of the treaty, and exactly each party is hoping to accomplish through the treaty agreement. Without this, how will each party know if or when they have succeeded? Clearly articulating the outcome or goal of measurement can help to guide the development of indicators which can be used to form a strategy to reach that outcome. Once each party has clearly defined a goal or end objective, an option is for the parties to come together to have a conversation to learn more about the other’s definition of wellbeing, perspectives on CW, and treaty goals and aspirations.

Recommendation 4: Develop community-relevant culturally appropriate indicators

The importance of developing and using indicators which are useful and relevant to Aboriginal communities is a major theme throughout the research. Developing indicators or indices that move beyond program-based outcomes, to include those which account for and consider the culture uniqueness of individual Canadian Aboriginal communities, is in the best interest of both the department and communities; communities can use them to gauge their progress towards meeting community-defined goals, and the department can use them to better align programs and services with the interests and values of Aboriginal communities.

Recommendation 5: Conduct a baseline assessment to evaluate CW prior to entering treaty negotiations

This consideration is linked to the concept of attribution discussed in previous sections. Research shows the importance of considering and examining outlying external factors which may impact CW. For example, it is important to consider the social and economic wellbeing of communities *before* they enter into treaty negotiations. It is plausible that a community that is relatively more ‘well off’ may be shown to have higher CW post-treaty agreement than a community that is suffering socially or emotionally and/or lacking economic resources. Therefore, if a community’s wellbeing does not increase post-treaty can this be attributed to a failure in the treaty process? It cannot be presumed that deeply rooted social or capacity issues would be resolved solely by signing a SGA or CLCA. Developing a tool or index that a community could use to assess their CW prior to entering into treaty negotiations could be useful for measuring a community’s wellbeing pre-treaty⁵². Collecting and assessing CW data prior to negotiations and from treaty effective date could make it easier for communities to measure changes in their wellbeing over time, in a way that is useful and relevant for them.

Recommendation 6: Use the departmental guide for measuring Aboriginal CW

The Treaty Implementation Branch lacks an effective system for measuring Aboriginal CW and assessing the impact of modern treaties. To address this issue, the researcher has developed a

⁵¹ D. Lepa, personal communication, March 2, 2014.

⁵² D. Siska, personal communication, March 17, 2014; Implementation Negotiator personal communication, March 17, 2014; Community Consultant, personal communication, March 20, 2014.

step-by-step guide the Implementation Branch and other sectors and branches within department could use to improve their practices. This guide encapsulates the key processes and methodologies identified in the research findings as essential for effectively measuring Aboriginal CW and the impact of modern treaties.

See APPENDIX Q for the departmental guide for measuring Aboriginal CW.

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8.0 Appendices

APPENDIX A

Definitions for Report's Terminology:

Aboriginal peoples: The descendants of the original inhabitants of North America. The Canadian *Constitution* recognizes three groups of Aboriginal people — Indians, Métis and Inuit. These are three separate peoples with unique heritages, languages, cultural practices and spiritual beliefs (AANDC, 2012).

Aboriginal Self-Government: Governments designed, established and administered by Aboriginal peoples under the Canadian *Constitution* through a process of negotiation with Canada and, where applicable, the provincial government. When used alone, self-government refers to stand alone and sectoral self-government arrangements (AANDC, 2012).

Census subdivisions (CSDs) are defined by Statistics Canada as municipalities (as determined by provincial legislation) or their equivalent (e.g. Indian reserves, Indian settlements, and treaty settlement lands). This definition also includes Inuit communities within four regions (Nunatsiavut, Nunavut, Nunavik, and the Inuvialuit region). CSDs that are neither First Nations nor Inuit communities are classified as **non-Aboriginal communities** (Statistics Canada, 1999).

Community: for the purposes of this report community is defined in terms of CSDs.

Community Health: is defined as the level and distribution of disease, functional status and wellbeing in the community (Friedman, 2005).

Comprehensive land claims and self-government: refers to comprehensive land claim, with and without self-government. It also includes stand alone and sectoral self-government arrangements.

Economic Wellbeing: covers themes of economic growth, international connection, standard of living, work infrastructure, and innovation. An example of the indicator measure used to report on economic growth is GDP (Thornley, 2007).

Evaluation: “An evaluation indicates a measurement against an established frame of reference”. (*Evaluation of the Impacts*, p. 67).

First Nations A term that came into common usage in the 1970s to replace the word "Indian," which some people found offensive. Although the term First Nation is widely used, no legal definition of it exists. Among its uses, the term "First Nations peoples" refers to the Indian peoples in Canada, both Status and non-Status. Some Indian peoples have also adopted the term "First Nation" to replace the word "band" in the name of their community (AANDC, 2012).

Health: “A state of complete physical mental and social wellbeing and not merely the absence of disease or infirmity” (World Health Organization, 1948). “Health is a positive concept

emphasizing social and personal resources, as well as physical capacities” (*Ottawa Charter of Health Promotion*, 1986).

Indian Act: Canadian federal legislation, first passed in 1876, and amended several times since. It sets out certain federal government obligations and regulates the management of Indian reserve lands, Indian moneys and other resources. Among its many provisions, the *Indian Act* currently requires the Minister of Aboriginal Affairs and Northern Development to manage certain moneys belonging to First Nations and Indian lands and to approve or disallow First Nations by-laws (AANDC, 2012).

Indicator: a parameter that can be measured (e.g. distance from a goal, target, benchmark) to show reliable trends or sudden changes in a particular situation (Thornley, 2007).

Indigenous: Because of the varied and changing contexts in which Indigenous Peoples are found, there is no universally accepted definition of the term “Indigenous Peoples”. For the purposes of this report, **Indigenous communities, peoples, and nations** will be referred to as those having a “historical continuity with pre-invasion and pre-colonial societies that developed on their territories, consider themselves distinct from other sectors of the societies now prevailing on those territories or parts of them” (Secretariat, United Nations Permanent Forum on Indigenous Issues, 2004, p. 2).

Inuvialuit: Inuit who live in the Western Arctic.

Measure: for the purposes of this report, a measure will be defined as how you gauge an indicator (Community consultant, personal communication, March 20, 2014)

Modern treaties or modern treaty arrangement: will be used to refer to comprehensive land claims, with and without self-government.

Outcome Indicators: measure how well an initiative accomplishes its intended results. They compare the result of an intervention to the situation beforehand. Outcome indicators capture for example: access to, use of, and satisfaction with public services and program. (*Guelph Community Wellbeing Initiative*, 2013).

On and Off Reserve: refers to whether or not an individual was living on an Indian reserve or Crown land as defined by the Department of Indian Affairs and Northern Development (DIAND) (Statistics Canada 1997).

Reliable or quality data: refers to data that is ‘repeatable’ (Community consultant, personal communication, March 20, 2014).

Registered Indian Population: includes those Canadians who are registered under the *Indian Act* of Canada and through historic treaties and agreements.

Signatory group, Signatory community, or Modern treaty community: will be used to refer to Aboriginal communities who have some form of modern treaty arrangement.

Social Wellbeing: covers themes of civil and political participation, health, housing, leisure and recreation, safety, skills, knowledge, and social connectedness (Thornley, 2007).

Total Income: is indicative of one's ability to purchase the necessities, comforts and conveniences that, cumulatively, enhance one's quality of life (McHardy and O'Sullivan, 2004).

Wellbeing: Generally wellbeing refers to the state of a person's life and reflects the various activities or achievements that constitute a 'good' form of life. The notion of wellbeing is often used alongside related concepts such as quality of life, living standards, social welfare, needs fulfillment, capability, life satisfaction, and happiness (Clark & McGilivray, 2007). This definition recognizes that wellbeing is not restricted to physical dimensions, but that it also encompasses psychological and social dimension (Canadian Index of Wellbeing, 2010).

APPENDIX B

The following table lists the sectors and people contacted to inform the research for this project. Those that were contacted are indicated in the “contacted” column and those that responded and provided information are indicated in the “interviewed” column. Those who wished to remain anonymous in terms of organization or name are noted as “anonymous”.

Department & Sector or Directorate	Organizational Sub-Unit(s)	Contact name, Title	Contacted	Interviewed
AANDC, Strategic Policy and Direction Sector	Planning, Research and Statistics Branch	Chol Yong, Senior Strategic Outcome Advisor	Yes	Yes
AANDC, Evaluation, Performance Measurement and Review Branch, Audit and Evaluation Sector	Evaluation and Performance Measurement	Dianne Lepa, Evaluation Manager	Yes	Yes
AANDC, Community Development Directorate	Community Initiatives Branch	Colette Anderson, Community Initiatives Officer	Yes	Yes
AANDC, Treaties and Aboriginal Government Sector	Implementation Branch	Dennis Siska, Treaty Negotiator	Yes	Yes
AANDC, Treaties and Aboriginal Government Sector	Implementation Branch	Implementation Negotiator	Yes	Yes
AANDC, Treaties and Aboriginal Government Sector	Headquarters	Perry Billingsley, Sr. Assistant Deputy Minister	Yes	Yes
AANDC	Anonymous	Researcher	Yes	Yes
AANDC, Operations and Quality Management Directorate	Headquarters	Dianna Prosser, Program Analyst	Yes	Yes
AANDC,	Implementation Branch	Manager	Yes	Yes

Implementation Planning, Policy and Promotion Directorate				
AANDC, Community Development Directorate	Community Initiatives Branch	Bronwen Geddis, Community Initiatives Officer	Yes	No
AANDC, Strategic Research Directorate	Headquarters	Erik Anderson, Director	Yes	No
AANDC, Support to First Nations	Headquarters	Leane Walsh, Manger, Governance Programs	Yes	No
AANDC, Support to First Nations	Headquarters	Jody Touchette, Program Analyst	Yes	No
AANDC, Integrated Planning Management Directorate	Headquarters	Marie Christine-Janelle, St. Strategic Outcomes Advisor	Yes	No
Private Sector	Consultation	Performance Measurement Consultant	Yes	Yes
Private Sector	Consultation	Community Consultant	Yes	Yes
Environment Canada	Regional Analysis and Relationships – Pacific and Yukon	Senior Ecosystem Information Scientist	Yes	Yes

APPENDIX C

Individuals interviewed for this project provided information from responses to following ten questions⁵³:

1. What are some important factors to consider when measuring the wellbeing of any community? Why?
2. What kinds of indicators could a CW index include?
 - i. Can you suggest some potential indicators?
3. Is community wellbeing different for Aboriginal communities than for other communities?
4. Which approach to collecting data and developing indicators do you think is the most effective for measuring CW: quantitative objective or qualitative subjective?
5. What are the strengths and limitations of self-assessment by local governments or communities, and independent assessment by external organizations/governments?
6. What methods or tools are the most useful for collecting reliable CW data in Aboriginal communities in Canada?
7. In your opinion, what the biggest challenge to collecting data on CW in Canadian Aboriginal communities? How can this challenge be overcome?
8. What are the strengths and limitations of the CWBI? Can you suggest a process or tool that may be more effective?
9. Can you suggest an approach to measuring community wellbeing that would be specific to measuring the impact of modern treaties on signatory Aboriginal communities?
10. When it comes to measuring CW in Aboriginal communities, are there any important questions I have neglected to ask you?

⁵³ with the exception of Cecilia Wong (Environment Canada) who was contacted for specific information related the *Health of the Coast Salish Sea Report*.

APPENDIX D

List of Comprehensive Land Claims Agreements and Claims Related Self- Government Agreements^{54 55} (Evaluation, Performance Measurement, and Review Branch, 2013, p. 144).

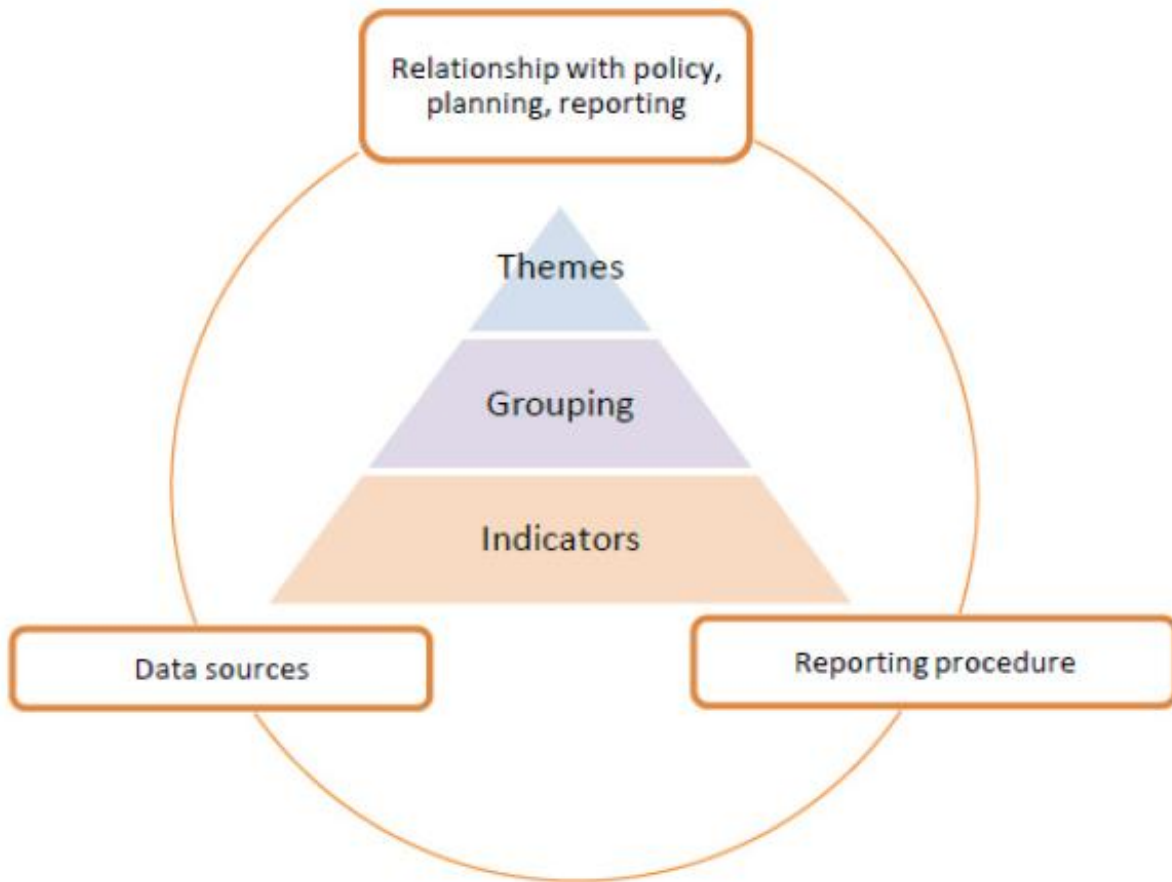
	Province/ Territory	Year Agreement Signed	# of Communities	Approximate Population
Nisga'a Final Agreement	BC	2000	4	6,200
Tsawwassen First Nation Final Agreement	BC	2009	1	400
Maa-nulth First Nations Final Agreement	BC	2011	5	2,000
Labrador Inuit Land Claims Agreement	NFLD	2005	5	7,102
Tilcho Land Claims and Self-Government Agreement	NWT	2005	4	2,832
Vuntut Gwichin First Nation Self – Government Agreement	YT	1995	1	524
First Nation Nacho Nyak Dun Self-Government Agreement	YT	1995	1	474
Teslin Tlingit Council Self-Government Agreement	YT	1995	1	573
Champagne and Aishihik First Nation Self-Government Agreement	YT	1995	1	813
Little Salmon/Carmacks First Nation Self-Government Agreement	YT	1998	1	609
Selkirk First Nation Self-Government Agreement	YT	1998	1	514
Tr'ondëk Hwëch'in Self-Government Agreement	YT	1998	1	695
Ta'an Kwach'an Council Self-Government Agreement	YT	2002	1	237
Kluane First Nation Self-Government Agreement	YT	2004	1	143
Kwanlin Dun First Nation Self-Government Agreement	YT	2005	1	964
Carcross/Tagish First Nation Self-Government Agreement	YT	2005	1	615
James Bay and Northern Québec Agreement	Quebec	1975	24	17,123 Cree and 11,410 Inuit
Northeastern Québec Agreement	Quebec	1978	1	1,152 Naskapi
Nunavik Inuit Land Claims Agreement	Quebec	2008	15	11,410 Inuit
Eeyou Marine Region Land Claim Agreement	Quebec	2012	9	17,123 Cree
Inuvialuit Final Agreement	NWT	1984	6	4,000
Gwich'in Comprehensive Land Claim Agreement	NWT	1992	4	2,500
Sahtu Dene and Métis Agreement	NWT	1994	5	3,200
Nunavut Land Claims Agreement	Nunavut	1993	26	30,000

⁵⁴ The Yale First Nation Final Agreement will come into effect on April 1, 2015.

⁵⁵ Fifteen communities Nunavik Inuit Land Claims Agreement and nine communities in Eeyou Marine Region Land Claims Agreement are also involved in the James Bay and Northern Quebec Agreement.

APPENDIX E

Structural elements of a community indicator framework (Olesson et al., 2012, p. 51).



APPENDIX F

Home screen of the toolkit showing the three different modules (Batten & Stanford, 2012, p. 64).



APPENDIX G

List of core themes, sub-themes and indicators of Indigenous peoples' wellbeing (Report of the meeting on Indigenous peoples and indicators of well-being, 2006).

Core Theme	Sub-Theme(s)	Examples of Indicators
Identity, Land and Ways of Living	Maintenance and development of Traditional Knowledge, Traditional Cultural expressions and practices	
	Use and intergenerational transmission of Indigenous languages Support of, and access to, bilingual, mother tongue, and culturally appropriate education	<ul style="list-style-type: none"> – Percent of Indigenous peoples' who recognize their Indigenous language as their mother tongue – Percent of fluent Indigenous language speakers in Indigenous communities – Percent of children learning Indigenous languages – Number of programs to transmit/learn Indigenous languages/culture – Use of Indigenous languages in state documents – Use of Indigenous languages in the media
	Ownership, access, use, permanent sovereignty of lands, territories, natural resources, waters	<ul style="list-style-type: none"> – Percent of Indigenous peoples' owned lands – Percent of Indigenous community members that participate and are employed in traditional and subsistence activities; – Percent of Indigenous peoples that participate in modern/non-traditional economic activities; – Percent of Indigenous community economy generated through traditional subsistence activities; – Other indicators for food security and sovereignty (see list provided by the International Indian Treaty Council)
	Health of communities	<ul style="list-style-type: none"> – Community Safety <ul style="list-style-type: none"> • Number of preventive programs to reduce violence against Indigenous women and families in Indigenous communities and percentage of these led by Indigenous peoples • State of violence against Indigenous women and in Indigenous families (reports filed) • Number of crimes and level of criminality

Core Theme	Sub-Theme(s)	Examples of Indicators
		<p>in the areas where Indigenous peoples live vs. in areas where there are mixed populations</p> <ul style="list-style-type: none"> • Rate of incarceration of Indigenous peoples vs. general population • Rate of youth suicide among Indigenous peoples versus general population <p>– Community vitality</p> <ul style="list-style-type: none"> • Physical health <ul style="list-style-type: none"> ▪ Life expectancy (compared to general population as well as increases/decreases) ▪ Infant mortality rates ▪ Diabetes rates ▪ Alcoholism and substance abuse rates ▪ Non-intentional injuries (reports) • Number of programs for maintaining health • Access to health care <ul style="list-style-type: none"> ▪ Number of hospitals, smaller health centers/clinics, availability of doctors, health care providers, and medication <p>– Support for safe and culturally appropriate infrastructure</p> <ul style="list-style-type: none"> • Quality and occupancy rate of shelter • Proportion of safe drinking water relative to supply and wastewater and sanitation systems and level of water borne diseases in Indigenous communities
	Health of ecosystems	<p>– Biodiversity</p> <ul style="list-style-type: none"> • Number of endangered flora and fauna linked to Indigenous peoples’ current and future subsistence needs, and dependence based upon ceremonial and cultural practices • Number of fish, animals and other life-forms that can be sustainable, hunted, fished and gathered on lands and territories • Documentation of climate change, contaminate levels, habitat destructions affecting viability of subsistence resources and protection of traditional habitat

Core Theme	Sub-Theme(s)	Examples of Indicators
		<ul style="list-style-type: none"> – Indigenous peoples’ inclusion, participation and employment in ecosystem management – Number of preventive programs, regulations, ordinances and measures (tribal and non-tribal) protecting ecosystems in Indigenous lands from mineral extraction and non-sustainable activities – Number of environmental protection violations and reports of conservation damage within and near Indigenous lands and territories – Rates of and number of reports of toxic contamination and industrial damage to the aquatic ecosystem that affects Indigenous peoples consumption of fish, shellfish, aquatic plants – Rates of suppression effects whereby an ecosystem and the fish, wildlife or plant life it supports is contaminated or destroyed beyond the ability of Indigenous peoples to consume or practice its cultural, subsistence and ceremonial use – Existence of legal frameworks for Indigenous veto over the use of Indigenous lands
Demographics	Patterns of migration	<ul style="list-style-type: none"> – Percent of Indigenous peoples living in urban areas – Net migration rate from Indigenous lands over time and rate of return
Indigenous Rights to, and Perspectives on, Development	Indigenous governance and management systems	<ul style="list-style-type: none"> – Recognition of Indigenous governance and laws by state governments – Support for Indigenous capacity, leadership, policy and program development by state and Indigenous governance, including number of programs and persons participating in and completing trainings
	Free, prior, informed consent, full participation and Self-determination in all matters affecting Indigenous peoples’ well-being	<ul style="list-style-type: none"> – Recognition of the existence and rights of Indigenous peoples in state laws – Number and effectiveness of consultations implementing free, prior and informed consent with Indigenous community members and representatives – Percent of Indigenous peoples’ participation in state civil service, state elections and parliaments – Degree of state governments’ accountability to

Core Theme	Sub-Theme(s)	Examples of Indicators
		Indigenous peoples' on the extent to which they are meeting their legal obligations and responsibilities (case studies &/or court decisions)
	Degree of implementation/compliance with international standards and agreements relating to Indigenous peoples' rights: Nation-to-Nation Treaties between states and Indigenous peoples, ILO 169, UN Draft Declaration on the Rights of Indigenous Peoples, and relevant UN human rights and other instruments; recommendations by relevant international monitoring bodies	<ul style="list-style-type: none"> – Number of complaints filed by Indigenous peoples – Number of nation to nation agreements between state governments and Indigenous peoples
	Government funding for Indigenous peoples' programs and services	<ul style="list-style-type: none"> – Government expenditures relative to need for Indigenous peoples' programs and services, and relative to percentage of population – Existence, and extent of, economic burden of remedial actions for disadvantaged Indigenous peoples (case studies) – Existence of targeted budgetary, legal and policy measures implemented by state governments to address discrimination

APPENDIX H

Questions for Local Government Community Wellbeing Questionnaire, grouped by theme
(Morton and Edwards, 2012, p. 15).

Theme	Score
1.0 Healthy, safe and inclusive communities	
How would you rate the opportunity for social interaction within your local community's public spaces?	N/A
How would you rate the suitability of your local community for:	
young children	3.8
teenagers	3.4
seniors	3.7
How would you rate the level of support available to you from:	
friends	4.1
family	4.1
neighbours	3.9
How would you rate access to buildings and services in your local community for people with a physical disability?	3.4
How would you rate your level of involvement in your local community as a volunteer or member of a community organisation?	N/A
How safe do you feel when you are outside and alone in a public place in your local community?	4.0
How satisfactory is your ability to access the internet whenever you need to?	N/A
Average for Theme "Healthy, safe and inclusive communities"	3.8
2.0 Culturally rich and vibrant communities	
How adequate are the opportunities in your local community for you to effectively engage in:	
sport and recreation	3.8
art and cultural activities	3.4
How strongly do you agree or disagree that your local community is welcoming of people from different cultures?	N/A
Thinking about your life and personal circumstances, how satisfied are you with your life as a whole?	4.2
Average for Theme "Culturally rich and vibrant communities"	3.8
3.0 Dynamic resilient local economies	
If 'working' then: do you agree or disagree with the following statements:	
my work is not too demanding and stressful	3.2
my work and family life do not interfere with each other	3.3
I have good job security	3.8
How would you rate the impact on your household from the increasing costs of living?	2.6
How would you rate the impact on your household's finances of your current rental or mortgage payments?	N/A
Average for Theme "Dynamic resilient local economies"	3.2
4.0 Sustainable built and natural environments	
How do you rate the parks, reserves and open spaces in your local community for:	
upkeep	3.6
accessibility	3.6
facilities	N/A
How do you rate the availability in your local community of :	
bikeways	3.2
walking paths	3.3
How would you rate the adequacy of the following services in your local community in terms of your needs and wellbeing:	
public transport	3.9
health services	3.2
education	3.9
How satisfactory is your ability to access private or public transport to meet your daily mobility requirements?	N/A
How satisfied are you with efforts being made in your local community:	
to protect and conserve the natural environment	3.5
to provide a socially inclusive environment	N/A
to provide a liveable built environment	N/A
Average for Theme "Sustainable built and natural environments"	3.6

Theme	Score
5.0 Democratic and engaged communities	
How satisfactory is the way your local council provides opportunities for your voice to be heard on issues that are important to you?	3.0
How would you rate the overall performance of your local council in delivering an appropriate range and quality of services relevant to your household's needs?	N/A
Average for Theme "Democratic and engaged communities"	3.0
Average for all questions	3.6

The lowest theme scores were for "democratic and engaged communities" (although only one question had been scored) and for "dynamic resilient local economies". Neither of these results is surprising. A number of other surveys have shown low scores for questions on community engagement which are relevant to the "democratic and engaged communities" theme. Similarly, given the current economic climate, a lower score in the "dynamic resilient local economies" theme is not surprising.

Again, it is important to reiterate that the benchmark scores shown are from a limited cross-section of councils and situations.

For this reason, it was considered appropriate to undertake a state-wide survey as part of this project using the final questionnaire. This provides a sound cross-section of situations within the State, as well as providing benchmarks for questions that were not used in the pilot.

APPENDIX I

Revised survey instrument for Local Government Community Wellbeing Questionnaire (Morton and Edwards, 2012, pp. 28-31).

Introduction

We are conducting a survey about community wellbeing. The data compiled from this survey will be used to assist local government with its planning and delivery of community services and in their advocacy role to State and Federal Governments.

We are talking about various issues to find out how important they are to you, on a scale of 1 for a low rating to 5 for a top score.

[Note: Introduction details will change depending on how survey is administered]

1. How would you rate the adequacy of the following services in your local community in terms of your needs and wellbeing? Use a scale of 1 – 5, with 1 being very unsatisfactory and 5 being very satisfactory.

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
Public transport	1	2	3	4	5	6
Health services	1	2	3	4	5	6
Education	1	2	3	4	5	6

2. How adequate are the opportunities in your local community for you to effectively engage in:

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
Sport and recreation	1	2	3	4	5	6
Art and cultural activities	1	2	3	4	5	6

3. How would you rate the opportunity for social interaction within your local community’s public spaces?

Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	D/k
1	2	3	4	5	6

4. Again using a scale of 1 – 5, with 1 being very unsatisfactory and 5 being very satisfactory, how do you rate the parks, reserves and open spaces in your local community for:

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
Upkeep	1	2	3	4	5	6
Accessibility	1	2	3	4	5	6
Facilities	1	2	3	4	5	6

5. Still using the 1 to 5 scale, how do you rate the availability in your local community of :

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
Bikeways	1	2	3	4	5	6
Walking paths	1	2	3	4	5	6

6. How satisfied are you with efforts being made in your local community:

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
To protect and conserve the natural environment	1	2	3	4	5	6
To provide a socially inclusive environment	1	2	3	4	5	6
To provide a liveable built environment	1	2	3	4	5	6

7. How would you rate the suitability of your local community for:

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
Young children	1	2	3	4	5	6
Teenagers	1	2	3	4	5	6
Seniors	1	2	3	4	5	6

8. How would you rate the level of support available to you from:

	Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
Friends	1	2	3	4	5	6
Family	1	2	3	4	5	6
Neighbours	1	2	3	4	5	6

9. How would you rate access to buildings and services in your local community for people with a physical disability?

Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
1	2	3	4	5	6

10. How strongly do you agree or disagree that your local community is welcoming of people from different cultures? Use a scale of 1 (strongly disagree) to 5 (strongly agree).

Strongly disagree	Disagree	Neither agree or disagree	Agree	Strongly agree	d/k
1	2	3	4	5	6

11. How would you rate your level of involvement in your local community as a volunteer or member of a community organisation? Use a scale from 1 for no involvement at all to 5 for very actively involved:

Not involved at all	Very limited involvement	Some involvement	Actively involved	Very actively involved	d/k
1	2	3	4	5	6

12. How safe do you feel when you are outside and alone in a public place in your local community?

Very unsafe	Unsafe	fair only	Safe	Very safe	d/k
1	2	3	4	5	6

13. Thinking about your life and personal circumstances, how satisfied are you with your life as a whole?

Very unsatisfied	Unsatisfied	Fair only	Satisfied	Very satisfied	d/k
1	2	3	4	5	6

14. What is your current work status? Are you:

Working full-time?	1	Home duties?	4
Working part-time?	2	Retired?	5
Unemployed?	3	Incapacitated?	6

15. If 'working' (1or 2) then: On a scale of 1 (strongly disagree) to 5 (strongly agree), do you agree or disagree with the following statements?

	Strongly disagree	Disagree	Neither agree or disagree	Agree	Strongly agree
My work is not too demanding and stressful	1	2	3	4	5
My work and family life do not interfere with each other	1	2	3	4	5
I have good job security	1	2	3	4	5

16. How would you rate the impact from the increasing costs of living on your household? Use a scale of 1 (very badly affected) to 5 (not affected at all).

Very badly affected	Affected	Only a little	Does not affect much	Does not affect at all	d/k
1	2	3	4	5	6

17. How would you rate the impact of your current rental or mortgage payments on your household's finances? Use a scale of 1 (very badly affected) to 5 (not affected at all).

Very badly affected	Affected	Only a little	Does not affect much	Does not affect at all	d/k
1	2	3	4	5	6

18. How satisfactory is the way your local council provides opportunities for your voice to be heard on issues that are important to you?

Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
1	2	3	4	5	6

19. How would you rate the overall performance of your local council in delivering an appropriate range and quality of services relevant to your household needs?

Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	d/k
1	2	3	4	5	6

20. How satisfactory is your ability to access the internet whenever you need to use it?

Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	D/k
1	2	3	4	5	6

21. How satisfactory is your ability to access private or public transport to meet your daily mobility requirements?

Very unsatisfactory	Unsatisfactory	Fair only	Satisfactory	Very satisfactory	D/k
1	2	3	4	5	6

Demographics

Record Gender: Male 1 Female 2

Thank you for that. Now just to make sure we are speaking to a good cross-section of people could I have your:

Age group..... 18-24 1 35-44 3 55-64 5
 25-34 2 45-54 4 65+ 6

In which country were you born?

Australia 01
 Great Britain 02
 New Zealand 03
 Italy 04
 Vietnam 05
 India 06
 USA 07
 China 08
 Other (specify) * _____

And what is the present occupation of the main income-earner of your household? (PROBE, WRITE ON THE LINE AND THEN CODE BELOW)

-
- | | |
|---|---|
| Manager/Administrator/Professional | 1 |
| Para-professional/Trades person | 2 |
| Clerical worker/Sales or Personal Service worker | 3 |
| Plant or machine operator/Driver/Labourer/Farm worker | 4 |
| Main income-earner not working/No breadwinner | 5 |

What group would the total annual household income be...

- | | | | |
|----------------------|---|----------------------|---|
| Less than \$30,000 | 1 | \$55,000 to \$85,000 | 3 |
| \$30,000 to \$55,000 | 2 | Over \$85,000 | 4 |

What is your household situation? Are you...

- | | |
|--|---|
| Living alone | 1 |
| A single person, sharing accommodation | 2 |
| Living as a couple | 3 |
| Living as a family (2 parent) | 4 |
| Living as a family (1 parent) | 5 |
| Other | 6 |

What is your current postcode? _____

Thank you very much for your assistance with this research.

APPENDIX J

Comparison of the Headline Indicators in the CIW and the Community Profile of Guelph
(Guelph community wellbeing initiative: A community profile, 2013, pp. 37-40).

Domain	Canadian Index of Wellbeing	Community Wellbeing Initiative – A Community Profile of Guelph
Community Vitality	Percentage of people who report a very or somewhat strong sense of belonging to community	Percentage of people who report a very or somewhat strong sense of belonging to community
	Percentage of people who feel safe walking after dark	Percentage of people who feel safe walking after dark
	Percentage of people who participate in organized activities	Volunteer rate
	Percentage of people with six or more close friends	
	Percentage of people who feel that most or many people can be trusted	
	Percentage of people who provide unpaid help to others on their own	
	Property crime rate	
	Violent crime rate	
Democratic Engagement	Voter turnout	Voter turnout
	Percentage of people who report that policies of government have made them better off	Percentage of people who report that policies of government have made them better off
	Percentage of women in parliament	Percentage of women in municipal government
	Percentage of people who are not interested in politics at all	

Domain	Canadian Index of Wellbeing	Community Wellbeing Initiative – A Community Profile of Guelph
Democratic Engagement	Percentage of people who strongly agree it is every citizen's duty to vote	
	Percentage of people who are very/fairly satisfied with the way democracy works	
	Percentage of people with a great deal or quite a lot of confidence in parliament	
	Ratio of registered to eligible voters	
	Net official development aid as a percentage of gross national income	
Education	Percentage of children doing well on five developmental domains	Percentage of children who are vulnerable on five developmental domains
	Basic knowledge and skills index for 13-15 year olds	High school literacy and math test results
	Percentage of 25-64 year olds in population with a university degree	Percentage of 25-64 year olds in population with a university degree
	Average of five social and emotional competence scores for 12-13 year olds	
	Ratio of child care spaces to children 0 to 5 years of age	
	Percentage of 20-24 year olds in population completing high school	
	Ratio of students to educators in public schools	
	Percentage of Programme for International Student Assessment (PISA) scores explained by socio-economic background	
Environment	Absolute greenhouse gas emissions	Greenhouse gas emission rate
	Water yield in Southern Canada	Residential water use
	Ground level ozone	Percentage of green space
	Primary energy production	
	Ecological footprint	
	Viable Metal Reserves Index	
	Canadian Living Planet Index	
	Marine Tropic Index	

Domain	Canadian Index of Wellbeing	Community Wellbeing Initiative – A Community Profile of Guelph
Healthy Populations	Percentage of people who rate their health as excellent or very good	Percentage of people who rate their health as excellent or very good
	Percentage of people with probable depression	Percentage of people with a mood disorder (including depression)
	Percentage of people with self-reported diabetes	Percentage of people with diabetes
	Percentage of people who rate patient health services as excellent or good	Percentage of people who rate the quality of health care services as excellent or very good
	Life expectancy at birth	
	Percentage of daily or occasional smokers among teens aged 12-19	
	Percentage of adults getting influenza immunization	
	Average years expected to be lived in good health (HALE)	
Leisure and Culture	Average monthly participation in physical activity	Average monthly participation in physical activity
	Average visitation per site in past year to all National Parks and National Historic Sites	Usage of local recreation and cultural facilities
	Expenditures in past year on culture and recreation as a percentage of total household expenditures	Municipal expenditures on arts and culture per capita
	Average percentage of time spent on social leisure activities	
	Average percentage of time spent in arts and cultural activities	
	Average number of hours in past year volunteering for culture and recreation organizations	
	Average attendance per performance in past year at all performing arts performances	
	Average number of nights away per trip on vacation to destinations over 80 km from home	

Domain	Canadian Index of Wellbeing	Community Wellbeing Initiative – A Community Profile of Guelph
Living Standards	Ratio of top to bottom quintile of economic families, after tax	Ratio of top to bottom decile of census families (pre-tax)
	Percentage of labour force employed	Percentage of labour force employed
	RBC Housing Affordability Index	Core housing need
	After tax median income of economic families	Food bank usage
	Percentage of persons in low income	
	Scaled value of CSLS economic security index	
	Percentage of labour force with long-term unemployment	
	CIBC Index of Employment Quality	
Time Use	Percentage of labour force participants working more than 50 hours per week	Percentage of population (18 years and over) working more than 50 hours per week
	Mean workday commute time for individuals working for pay	Mean workday commute time for individuals working for pay
	Percentage of 20-64 year olds reporting high levels of time pressure	Percentage of population (18 years and older) reporting high levels of time pressure
	Percentage of 20-64 year olds giving unpaid care to seniors	
	Percentage of seniors reporting daily active leisure activities	
	Percentage of 65 year olds reporting annual formal volunteering activities	
	Percentage of people individuals working for pay with flexible work hours	
	Percentage of 3-5 year olds read to daily by parent	

APPENDIX K

Draft Local Government Community Wellbeing Questionnaire 2012 Feedback Form (Morton and Edwards, 2012, pp. 26 -27).

Priority of Questions based on respondent ratings

Question	Low priority	Medium priority	High priority
1. Adequacy of the following services in your community in terms of your needs and wellbeing? Public transport Health services Education		2 2 2	
2. Adequacy of the opportunities in your community for you to engage in: Sport and recreation Art and cultural activities			2.7 2.7
3. How do you rate the parks in your community for: Upkeep Accessibility			2.7 2.7
4. How do you rate the availability in your community of : Bikeways Walking paths			2.7 2.7
5. How satisfied are you with efforts being made in your community: To protect and conserve the natural environment To provide a liveable built environment		2	2.7
6. How would you rate the suitability of your community for: Young children Teenagers Seniors		2.3	3 2.7
7. How would you rate the level of support available to you from: Friends Family Neighbours		2.3 2.3	2.7
8. How would you rate access to buildings and services in your community for people with a disability?		2.3	
9. How would you rate the racial harmony in your community?		1.8	
10. How would you rate your level of involvement in your community as a volunteer or member of a community organisation.		2.3	
11. How safe do you feel when you are outside and alone in a public place in your community?			2.7
12. Thinking about your life and personal circumstances, how satisfied are you with your life as a whole?		1.8	
13. If 'working' then: Do you agree or disagree with the following statements: My work is not too demanding and stressful My work and family life do not interfere with each other I have good job security		1.8 1.8 1.8	
14. How would you rate the impact on your household from the increasing costs of living?			2.7
15. How would you rate the impact on your household's finances of your current rental or mortgage payments?		2.3	
16. How satisfactory is the way your local council provides opportunities for your voice to be heard on issues that are important to you?			3
17. How would you rate the overall performance of your local council in delivering an appropriate range and quality of services relevant to your households needs?			2.7

Question	Low priority	Medium priority	High priority
18. How satisfactory is your ability to access the internet whenever you need to?		2.3	
19. How satisfactory is your ability to access private or public transport to meet your daily mobility requirements?			2.7

Suggested Additional Questions:

1. The opportunity for social interaction within your community's public places
2. Efforts made to provide a socially inclusive and connected environment
3. The ease of access to your local council
4. The ability to make an easy choice about living an environmentally sustainable lifestyle
5. Efforts made to promote a connection to natural and cultural heritage
6. The ability to access fresh and healthy food at affordable prices
7. The opportunity to showcase the community's creativity
8. The opportunity to celebrate the community's multiculturalism.

Other Feedback

I believe the questions listed on your survey are excellent to gain community perceptions on these important issues. The list is simple , short and easy to manage.

This is an exciting project and would be very interested in Council using it both as a local survey but also as part of a wider community attitude survey on council services.

Some additional questions specifically relating to indigenous and multicultural communities would be useful.

The survey responses would be useful in measuring perceptions aligned against Community Plan goals (this would be complementary to a measure of progress relating to actions)

I consider the survey adequately covers the range of issues at a basic level.

Q3. Add "Facilities"

Wording of Question 3 - maybe add " parks, reserves and open spaces"

There is only one question on health service. Could we also ask about mental and physical wellbeing. or public health awareness?

In regards to safety can we split the question into two scenarios? One when they are alone and one when in a crowded place.... security and feeling safe is just as much an issue in a crowd as it can be walking alone along the street.

In regard to "sustainable built environments" we need to cover more than parks and bikeways - we need to also ask about the connectivity of the community through road and transport networks. Maybe also a traffic congestion question.

Question 18 seems more like a customer satisfaction survey question not a community wellbeing or engagement question.

The income spectrum seems to be too limited.

In terms of 'personal / demographic' info adding a category to household situation eg living as a family (other) that might include indigenous families with many relatives living under the one roof.

APPENDIX L

Key characteristics of i) various composite indicators & ii) The inclusion of CWB Index components in other quality of life indices (Cooke, 2005, p. 8 & 10).

Table 1
Key Characteristics of Various Composite Indicators

	Number of Dimensions	Number of Indicators	Sources of Data			Weighting of Concepts			Income Scaling	
			Census	Administrative	Other	Equally Weighted	Theoretical	Empirical	Income Logged	Income Linear
Human Development Index (HDI)	3	4		*		*			*	
Weighted Index of Social Progress (WISP)	10	40	*	*				*		*
Quality of Life Index (QOL)	7	7		*	*	*				*
Prescott-Allen's Indexes of the Well-Being of Nations	10	87	*	*	*		*			*
Conference Board of Canada's Quality of Life Scorecard	5	24	*	*		*				*
Genuine Progress Indicator (GPI)	9	27	*	*	*	*			-	-
Fordham Index of Social Health (ISH)	4	16	*	*		*				*
Fraser Institute Index of Living Standards	8	8	*	*		*				*
Ontario Social Development Quality of Life Index ¹	4	12		*		*			-	-
Index of Relative Indigenous Socioeconomic Disadvantage*	4	4	*					*	-	-
Community Well-Being Index (CWB)	4	6	*			*			*	

(1): The Ontario Social Development Quality of Life Index and the Index of Relative Indigenous Socioeconomic Disadvantage include income in the form of a poverty rate.

* The Genuine progress indicator uses personal consumption, rather than income, and discounts this by the Gini coefficient.

Table 2
The Inclusion of Community Well-Being Index Components in Other Quality of Life Indices

Community Well-Being Index (CWB) Components	Human Development Index (HDI)	Weighted Index of Social Progress (WISP)	Quality of Life Index (QOL)	Prescott-Allen's Indexes of the Well-Being of Nations	Conference Board of Canada's Quality of Life Scorecard	Genuine Progress Indicator (GPI)	Fordham Index of Social Health (ISH)	Fraser Institute Index of Living Standards	Ontario Social Development Quality of Life Index	Index of Relative Indigenous Socioeconomic Disadvantage
Income	*	*	*	*	*	*	*	*	*	*
Education	*	*	*	*	*		*	*		*
Labour Force Activity				*	*	*	*	*	*	*
Housing							*	*	*	*

APPENDIX M

List of thematic headline indicators with descriptions (Michael et al., pp. 114-120).

Indicator	Description
<i>Economy Indicators</i>	
Real GDP & Adjusted Net Savings	GDP: Real GDP per capita Adjusted Net Savings: traditional net savings – cost of resource depletion + expenditures on education
Access to Markets	communities ability to access markets both physically (i.e.: ability to transport via: roads, airport, rain, water, etc.) and competitively (markets)
Presence of a Commercial Economic Development Organization	government organizations (not private or NGO)
Coordination and Consultation	coordination with other projects and consulting with all possible stakeholders for economic projects
Construction	construction activity (residential and non-residential building)
Infrastructure	existence and management of infrastructure across the community, including: education, housing, and commercial buildings. Road access/ air/ train for the transportation of goods and services
Employment-to-population ration/ vulnerable employment	number of people that are vulnerable to economic risk because of weak institutional employment arrangements (no formal work arrangements)
Aboriginal communities' involvement in non-Aboriginal economy	mechanisms to match the Aboriginal labour force with employment equity and anti-discrimination policies and programs. Aboriginals employed in economies that are not traditionally Aboriginal (i.e. oil)
Technology Research and Development	existence of Research and Development programs and initiatives
Good Governance	assesses if the government climate that is conducive to economic development
<i>Education Indicators</i>	
Access to learning opportunities	average travel time required to reach a range of learning institutions and services
Sufficient Resources	measures physical and community resources available which enhance learning both inside and outside of the classroom
Pan-Canadian Assessment Program	standardized testing program that examines student achievement in mathematics, reading and science.
Supportive Family Context	parental participation in children's education including homework assistance and exposure to reading:
Satisfaction with Quality of Basic Education System	percentage of First Nations, Métis and Inuit high school students, parents and other community representatives satisfied with the quality of the basic education system including First Nations,

Indicator	Description
	Métis and Inuit language learning and teaching resources
Community Involvement in Education	level of participation of First Nations, Métis and Inuit people in governance activities (e.g. parents councils, boards of trustees, post-secondary boards, provincial education committees, task forces, school administration)
Early Development (School Readiness)	extent that children in early stages of development (pre Kindergarten or grade 1) are ready to pursue primary education,
Participation in Job Related Training	proportion of residents/community members who participate in any form of job-related training, either at or outside the workplace
School Life Expectancy (SLE)	total number of years of schooling which a child of a certain age can expect to receive in the future, assuming that the probability of enrolment in school at any particular age is equal to the current enrolment rate for that age
Civic Conceptions and Attitudes	students' conceptions and attitudes towards citizenship and government.
<i>Environment Indicators</i>	
Greenhouse Gas Emissions	human-made greenhouse gas emissions at either the provincial/territorial, sectoral level (more complex and comprehensive) or the community level (simpler, carbon emissions only)
Air Quality	exposure to ground-level ozone and fine particulate matter, the two most widespread pollutants
Water Quality	the frequency and extent to which selected parameters exceed water quality guidelines at select monitoring sites
Land Degradation	the share of land which due to natural processes or human activity is able to sustain neither economic nor ecological function
Climate Change Research	coordinated research, observation, monitoring and modeling based on natural, social, and health sciences and Aboriginal knowledge
Environmental Risk Management	The development of an environmental risk assessment (ERA) and the implementation of an environmental response action plan
Management Effectiveness of Protected Areas	planning and design, resource inputs, management processes, delivery of goods and services, and conservation outcomes of protected areas
Area of forest under sustainable forest management	forest health, the extent to which forests fulfill targets related to their environmental, economic and social functions, and forest management practices
Proportion of Fish Stocks within their Safe Biological Limits	fish stocks exploited within their level of maximum biological productivity, i.e., "Underexploited", "Moderately exploited", "Fully exploited"
Community Support for Environmental	community's openness, engagement, and

Indicator	Description
Programming and Sustainable Development	attitudes toward local environmental programming and sustainable development
<i>Governance Indicators</i>	
Strategic Vision	measures the degree to which a community has a vision that is developed in conjunction with community members and that is articulated in a short and long-term plan
Authority and Capacity for Solving Community Problems	measures the extent that a community is able to use appropriate methods to identify problems and implement solutions to problems arising in the development and implementation of an activity or program.
Transparency and Accountability	measures the degree to which government decision making is transparent to citizens and the extent to which government is accountable to the public.
Rule of Law	measures the degree that the community government develops and applies the law fairly and without prejudice
Government Effectiveness	measures the extent that a government or community organization can effectively and equitably deliver services and programs to the community.
Self Determination	measures the degree to which communities have control over their own education, health services, police and fire services, and cultural facilities.
Intergovernmental Relationships	measures the extent that Aboriginal communities and other stakeholders are making a joint commitment to strengthen community well-being
<i>Health & Well-being Indicators</i>	
Physical Health	measures include Morbidity and Mortality, Disability and Chronic Disease.
Mental/Emotional Health	places significant emphasis on measuring for the effects of residential schools on individuals as well as the intergeneration impacts that persist today
Quality of Health Services	measures the quality of a health care system and its appropriateness (that is, the extent to which it meets community needs), to determine if a community's physical and emotional health and healing needs are being met
Accessibility and Use of Health Services	assesses the extent to which health services are usable by the population which they are meant to serve
Community Engagement	measures the extent that community members are connected to one another through a variety of activities that promote cultural continuity, civic engagement and knowledge transmission in an effort to preserve culture while at the same time measuring community progress
Community Safety	measures standard rates of violence and crime and extent that culturally appropriate forms of justice and healing are available to community

Indicator	Description
	members
Social Support and Community Services	measures availability of programs and services
Adequate Housing	measures housing trends related to size, affordability and environmental impacts on health
Literacy and Language	assesses literacy levels in a population and the presence and use of Indigenous language
Food Security	measures the extent that a community may be considered “food secure” in terms of traditional food practices, food cultivation and food knowledge transmission
<i>Infrastructure Indicators</i>	
Total infrastructure index	weighted measure of quality and quantity of telecommunications, transport, and electricity infrastructure
Infrastructure deficit	estimates the required funding to address capital infrastructure needs
Service life	time during which a structure fulfills all of the requirements placed upon it
Housing units requiring major repair	proportion or number of housing units requiring major repair
Service life of housing structure and components	service life, specific to housing structures
Housing safety and accidents	measures safety of the design, quality and general conditions of a home as it relates to accidents and injuries
Canadian Water Sustainability index	includes indicators for the key policy areas of human health, infrastructure, capacity, environment, and resource
Internet access	tracks whether communities have dial-in, high-speed, other type of internet access, or no access
Degree of isolation	classifies First Nations communities into one of four degrees of isolation
Travel time	measures amount of time required travelling for day-to-day activities

Indicator	Description
Net energy import	total primary energy supply minus the amount of energy imports
Share of household income spent on energy and electricity	average share of household disposable income spent on fuel and electricity

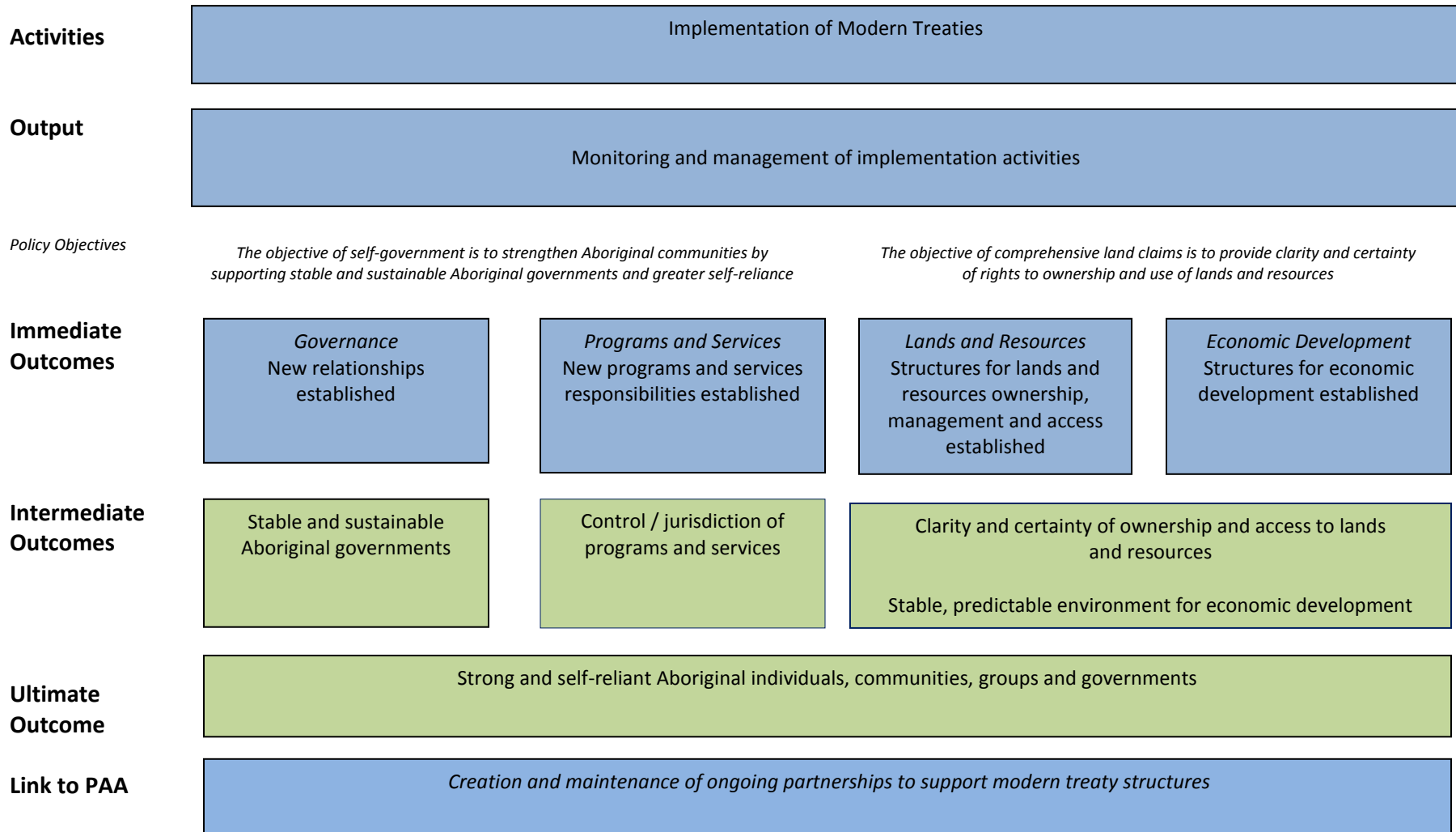
APPENDIX N

2014-2015 Program Alignment Architecture (PAA) (AANDC, 2013).



APPENDIX O

Logic model: Impact of Comprehensive Land Claims and Self-Government Agreements – Federal Perspective (Performance Measurement Strategy, 2013, p. 11).



APPENDIX P

Other recent AANDC evaluation and audit activities (provided for context and background).

Impact Evaluation of Comprehensive Land Claim Agreements, 2009

This evaluation was approved at the Audit and Evaluation Committee in February, 2009. The assessment findings established that CLCAs had provided “clarity and certainty” over settlement lands which enabled Aboriginal groups to benefit from resources development which created a positive environment for investment (*Evaluation of the Impacts*, 2013, p. 5). The findings also showed that agreements have had a positive impact on the role of Aboriginal people in their settlement areas’ economies and their relations with industry, and have ensured that they have effective and meaningful voice in land and resources management decision-making. However, the research also revealed a perceived insufficient recognition on the part of the federal government, of the costs associated with a consultative approach and land and resources management structures. There was also the perception among Aboriginal representatives interviewed for this evaluation that the federal government has been primarily interested in “addressing the letter of the agreements and not the true spirit and intent”, which resulted in barriers to progress (*Evaluation of the Impacts*, 2013, p. 5).

Evaluation of the Federal Government’s Implementation of Self-Government and Self-Government Agreements, 2011

This second evaluation was approved at the Evaluation, Performance Measurement and Review Committee in February of 2011. The results of this assessment stated that the *Inherent Right Policy* had provided an effective framework from which self-government had been and continued to be negotiated, and that Aboriginal communities with SGAs were experiencing positive impacts. The evaluation did however, find “lack of shared vision”, and challenges in establishing a federal government-to-Aboriginal government relationship could contribute to misunderstandings and miscommunications regarding the interpretation of the policy (*Evaluation of the Impacts*, 2013, p. 5). This had contributed to the level of frustration that existed among Aboriginal organizations and communities about what has been accomplished under the IRP. Moreover, inefficiencies in both treaty negotiations and implementation processes were identified in the assessment.

Audit of the Implementation of Modern Treaty Obligations, 2013

This audit was completed in September 2013 by the AANDC’s Audit and Assurances Services. The auditors found that the department has taken considerable steps in establishing foundational elements for the management and coordination of the federal responsibilities outlined within the specific agreements. This included the formation of the Implementation Management Framework which established the governance structures and the development of tools and guidance documents to help other government departments fulfill their own obligations outlined in agreements. The audit also identified opportunities to strengthen the effectiveness of governance structures and to support and manage the implementation of the federal obligations by improving key elements of the Implementation Management Framework. These opportunities included designing formal responsibilities and improving business processes for monitoring of the status of federal obligations, as well as establishing foundational elements of the regional caucuses and developing formal orientation materials for new members of the oversight bodies representing the federal governance structure (*Audit of the Implementation*, 2013).

APPENDIX Q

A six-step departmental guide for measuring Aboriginal CW.

1. Form a collaborative partnership with the Aboriginal community

This is important to for both developing relevant indicators for the community in question, as well as for gaining access to adequate community samples. Further, it strengthens the relationship between the government and the community. This step should be conducted at the beginning of the project so that the community can specify goals and objectives that are relevant to them. It is also recommended that the community is provided support funding so that they can build the capacity to meaningfully participate in the research process.

2. Clearly articulate a goal or objective

Clearly articulating the outcome or goal of measurement can help to guide the development of indicators which can be used to form a strategy to reach that outcome. It also makes it possible to evaluate the outcomes of the research process.

3. Develop community-relevant and culturally appropriate indicators

These indicators should move beyond program-based outcomes, and include those which account for and consider the community's unique culture. The indicators should be appropriate for the goals of the department as well as for meeting the community's own development goals. Consider using a strength-based approach which focuses on identifying and harnessing community strengths rather than solely identifying weaknesses.

4. Use both quantitative and qualitative measures

These methods are complimentary and can provide a richer understanding of community well-being than could be achieved by either method alone.

5. Consider whether community self-assessments or external assessments are appropriate for the community

Self-assessments and external assessments both have pros and cons associated with them. Consider which may be the most useful given the particular goals identified for the particular community under assessment.

6. Evaluate wellbeing before entering treaty negotiations to assess the impact of treaties on wellbeing

When evaluating the impact of treaties on wellbeing, it can be difficult to ascertain how much of a change in well-being is due to the treaty, and how much is due to other factors. To address this challenge, it can be useful to assess wellbeing of the community before treaty negotiations begin. This can provide a baseline for wellbeing which can be used as a comparison for wellbeing evaluations post-treaty.