

SUMMARY REPORT

**PREPARING FOR CAREERS
IN INDIAN AND INUIT COMMUNITIES**

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Report of the Steering Committee

Preparing for Careers in Indian & Inuit Communities

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SUMMARY REPORT

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EXECUTIVE SUMMARY

This discussion paper summarizes a comprehensive research study titled "Preparing for Careers in Indian and Inuit Communities". The study was conducted under the supervision and direction of a representative Steering Committee, including leaders of First Nations, members of the academic and consulting worlds as well as DIAND officials. It looked at three major issues:

1. concept and nature of the Indian and Inuit public sector and associated training needs;
2. Indian and Inuit training needs assessment in regions and First Nation communities; and
3. access to training opportunities for First Nation peoples across Canada.

Each of these questions is addressed in a separate study by an independent research group. Their ensuing reports are published separately.

This research identifies fundamental guiding principles upon which First Nations may build strong, efficient public sectors. These principles can best be summarized in the following manner:

1. that the development of the Indian/Inuit public sector must be community driven;
2. that its development must be recognized as being a long-term process requiring program stability and support at the community level;
3. that the process of development must be built on rights, strengths and competencies of First Nations;
4. that the process of development should include support for community-centered research and development; and
5. that the development of the Indian/Inuit public sector should not be restricted by excessively rigid access criteria.

The study highlights interesting relationships between the political and operational features of the Indian/Inuit public sector and the external and internal environments which impact on it. The concept of an Indian/Inuit public sector is not well understood. Employees operating within it do not think of themselves as public servants. The organizational structure of the public sector tends to mirror that of its sponsors for resourcing purposes. It is, however, greatly influenced by customs, values and aspirations of the community it serves, revealing it to be in a transitional stage of development.

There is a sound existing developmental base as evidenced by the growing pool of experienced managers operating in a wide array of programming areas. Many First Nation communities have 15 years of management experience with some managers specially in social development and health services, having a tenure of over 7 years. There is evidence of movement between positions within the sphere of public administration.

This public sector has a degree of dependency on specialized human resources recruited from outside the community. The degree to which this expertise is hired from outside the community varies considerably. In those cases where experts of aboriginal origin are found, the services provided are more adaptive to local traditions and cultural values and therefore more effective and responsive to the community it serves.

Money and training opportunities are available from a wide array of sources, and therefore coordinated access is frequently problematic. There is a growing list of federal and provincial departments that provide education, training and development activities directly focused on the needs of First Nations. This information is not shared among them in any organized manner.

Many of the research and development activities have little relevance at the community level. Historically many studies are anthropological in nature and therefore do not increase knowledge about community developmental needs. Others which may be more business oriented tend to be generic in nature and not community centred. The community based research that exists is primarily in the form of unpublished materials, usually retained on the shelves of the author's libraries, with very little exchange between communities.

There is a lack of networking and coordinating mechanisms within the federal government to support the training and development needs of First Nations. Contacts and communication between federal departments are infrequent and most often issue or subject specific. There are significant weaknesses in efforts to coordinate the supply and demand side of training, in sharing training information and training requirements, and in organizing a cohesive approach for development.

Current training needs assessment tools are not focused on assessing a community's organizational/human resource development requirements. Existing tools are not well defined, tend to be of a sectorial nature and serve, for the most part, to satisfy the needs of sponsors for resourcing or producing information for audit purposes.

Very little information on training is exchanged with First Nations. While some opportunities exist for the dissemination of information, First Nation communities are not linked to mailing lists of post-secondary institutions and are not generally made aware of research work and literature undertaken outside their immediate environment. Inter-band exchange of training information is also infrequent and seemingly plays a minor role in raising a community's awareness of what opportunities exist.

A number of ideas have emerged from this research. These are presented in this paper for First Nation to consider as conceptual alternatives for development.

1. The establishment of human resource development advisors within Tribal Councils for professional development assistance.
2. The establishment of financial arrangements with regional training centres of excellence for the management of training/development portfolios.
3. The provision of grants to communities for the implementation of their own professional development agenda.
4. The establishment of regional coordinating mechanisms to coordinate training supply and demand.
5. The establishment of national planning forums for intra-inter federal cooperation.
6. The establishment of a clearing house for the dissemination of federal training and research information.
7. The establishment of information exchange and communication networks with institutions.
8. The funding of existing post-secondary institutions for community-focused research.
9. The provision of grants for community-centred field studies through the auspices of the Social Sciences and Humanities Research Council of Canada.
10. The provision of funding support to individuals for advanced management development.
11. The sponsoring of individuals to the Canadian Centre of Management Development and l'Ecole Nationale de l'Administration Publique.
12. The maintenance of an INAC capacity at the regional level for assistance in remedial action.

13. The development of training needs assessment instruments for First Nations.

This discussion paper is intended to assist First Nations to examine the developmental dimensions of the community public sector and to assist them in enhancing the effectiveness of existing training and development programming available to them. These discussions will also facilitate the development and implementation of a framework for new DIAND policy directions focusing on the Indian/Inuit public sector.

Preamble

The Preparing for Careers in Indian and Inuit Communities study synthesizes the findings of a number of external contracted reports as well as ideas raised by outside experts and advisers. The findings and directions suggested in the report are not intended to be an exhaustive treatment of the issue, nor are they intended to limit in any way the continued examination and discussion of the many issues and concerns that confront Indian and Inuit leaders in their desire to establish effective public sectors within their communities.

Rather, this study is best viewed as a starting point. It recognizes the authority of First Nations to assume meaningful control over the preparation of its people for careers in the Indian/Inuit public sector, and it proposes that First Nations and DIAND continue to work together in a partnership to achieve this end.

The report can be used as a discussion document that can facilitate discussion among First Nations themselves and between First Nations and the Government of Canada around questions such as:

- . How can we best prepare the future employees of the First Nations public sector?*
- . Which management practices and systems will best support self-controlled public sector organizations in First Nation communities?*
- . What training and professional development opportunities exist at the present time? Which have been most successful? What new opportunities are needed?*
- . How can traditional values, practices and languages be expressed within the day-to-day activities of the Indian/Inuit public sector?*

First Nations are encouraged to discuss the issues raised in this report at council meetings and with their management and administrative staff. Areas of both agreement and concern should be noted and communicated to the regional offices of DIAND.

Preamble

It is hoped that the study will lead to an exchange of information on needs, solutions, and priorities among all parties concerned with the development of an effective public sector. It is also hoped that this issue can be firmly established as a priority on the local community agendas of First Nations.

This report has been prepared for discussion purposes only. The ideas and proposals contained in the paper do not necessarily reflect the policies or positions of the Government of Canada. The term First Nations is used in this report as an umbrella to represent Indian and Inuit peoples, their communities and their organizations.

A lot of data has been collected based on a comprehensive review of existing literature, theses, case studies, interviews and file reviews. This information is contained in three individual reports for each of the assignment contracted externally. These are available, in separate French and English versions, as companion documents to this report. Also an annotated bibliography is available as a separate document.

Section I of the report captures the conclusions of each consultant and the notes extrapolated from the deliberations of the Steering Committee who directed this study. Major issues are examined separately and also summarized into a challenge statement to enable readers to come to terms with the fundamental situation that needs to be dealt with.

Section II presents conceptual approaches for the implementation of a strategic framework for action. Ideas are presented for consideration and identify possible areas of impact. A number of practical questions are provided as a guide for discussions with interested parties. The report contains no recommendations. This matter is best left to First Nations.

Section III contains a number of appendices the reader may wish to consult for more detailed reporting on the assignments, other related studies, Steering Committee composition, consultation process, and the current scope of DIAND's Indian/Inuit Management Development program.

Introduction

The Preparing for Careers in Indian and Inuit Communities study was initiated by the Deputies' Council for Change because departmental employees felt that the success of DIAND's thrust in support of devolution and self-government rested in large part on the capabilities of the public sector directly serving aboriginal communities. Appendix A provides details on the consultative process that was followed for the completion of the study.

The concept of an Indian/Inuit public sector is not widely held or well understood. Indeed, employees who are providing public sector goods or services probably do not consider themselves part of a particular public sector. Similarly there is little appreciation of a "career" in this sector. Usually the focus is more immediate - a job or the provision of a good or service for the benefit of an Indian or Inuit constituency.

The fact remains, public sector services are being provided, more recently by aboriginal people, to their communities and public sector expertise is developing across the country at various levels eg. bands or tribal councils. Implicitly or explicitly therefore an Indian/Inuit public sector exists.

First Nations clearly recognize the importance of an effective public sector at the local community level. The development of such a sector is being seriously challenged by a number of practical developments including:

- . *the imperatives of Indian self-government which are placing demands for accountability, responsibility and liability on local band governments;*
- . *the trend towards flexible, block-funded financing arrangements such as Alternative Funding Arrangements, Flexible Transfer Payments, the Health Transfer Initiative, and others. This trend has created the need for an increasingly sophisticated capacity for planning and decision-making, policy development, quality control and financial management;*
- . *continuing devolution of service delivery in sectors such as education, health care, child welfare, and economic development. In both quantitative and qualitative terms, the work load of Indian government is increasing; and*

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even during a time of fiscal restraint, a number of opportunities exist to develop new approaches. The institutional infrastructure for management development has improved, the capacity exists for individual bands to assist each other, and both federal and provincial governments have been placing increased emphasis on training for aboriginal people. For example, CEIC's new Aboriginal Employment and Training Strategy, Pathways to Success, encourages locally developed and sponsored management development and training activities.

Given these factors, a review of the existing literature and current environment was initiated to determine those factors which are impacting on the First Nations public sector. This study provides recommendations on ways to enhance the fulfilment of careers within the Indian public sector and to increase the effectiveness of existing training and development programming. A number of ideas for action for the First Nations of Canada and the Department of Indian and Northern Affairs Canada are suggested.

More specific objectives for this study include the following:

- . to identify the nature of the Indian public sector and the administrative and management skills required;*
- . to describe the training and development opportunities available to natives as employers;*
- . to describe the barriers that exist which restrict access to, or delivery, of training; and*
- . to prepare recommendations for future action.*

A Steering Committee has been established to provide direction and expert advice to the overall study process and to guide external consultants in the completion of various assignments. Chaired by Bill Austin, Director General of Band Support and Capital Management, the Steering Committee includes community leaders knowledgeable about current needs in native communities, educators who have expertise in adult training and Native Studies, as well as senior representatives of federal and provincial departments involved in training across Canada. Appendix B provides a list of Steering Committee members and their affiliations.

Introduction

Three external consultants were hired to do the research and analysis of the current literature related to the training and development of the Indian public sector. These consultants were assigned to work cooperatively with one another and carried out the following research assignments:

- . a definition of, and training requirements for, the First Nation public sector;
- . an examination and synopsis of band assessments in regions and the formulation of a process for Indian/Inuit communities to assess their training needs; and
- . a description and analysis of training access networks and mechanisms for the Indian public sector.

Concurrently with these assignments, DIAND proceeded with a review for identifying and examining training opportunities that are currently available to First Nation communities. This review was conducted within DIAND's Indian Management Support Directorate. A report entitled "Training Initiatives Available for Native Peoples" has been prepared which summarizes the results of this review. This report provides only a preliminary review of what currently exists and does not provide an exhaustive listing of training and professional development opportunities for First Nations. It is fully recognized that First Nations are responsible to identify the training activities within their reach as well as those relevant to them. This matter is best left in their hands.

This description was completed by the Indian Management Support Directorate within INAC based on a survey of current training opportunities available to band communities. The survey excluded accredited graduate and undergraduate university/college courses which are generally available to all Native people in regular stream programs. Rather, it aimed at identifying special training programs and courses directed specifically at Native people. Emphasis was placed on special programming aimed at band communities as employers.

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Discussions were held with all institutions of higher learning in Canada, INAC's regional offices, and other federal and provincial governments to determine the nature and scope of training each had to offer to Native people. Each were asked to complete a standardized form designed to identify the provider(s) of training, the title of each training program, a brief program description and the intended target group, along with information pertaining to the logistics of the programs and courses. The Indian Management Support Directorate designed and will be implementing an automated training data storage and retrieval system to enable the on-going update of such information and the preparation of annual reports.

The following is an overview of the objectives and scope of work of each of the three assignments completed externally:

Introduction

Assignment 1: A definition of, and training requirements for, the Indian public sector

This assignment was completed by Dr. Harold Breher of Egeriex Inc. in Quebec. Its objective was to develop a definition of the First Nations public sector and to identify its training requirements. Thirty-four (34) band case studies were analyzed to determine the characteristics of the First Nation public sector. A review of published and unpublished literature related to band governance was also undertaken. This included a number of departmental reviews, federal studies, academic theses and research projects, and an analysis of court rulings on cases dealing with band administration. The results of this study included:

- . *the articulation of a definition of the First Nations public sector;*
- . *an identification of the knowledge, skills, and abilities required within the Indian public sector;*
- . *an overview of known training needs; and*
- . *the preparation of an annotated bibliography of all materials reviewed.*

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Assignment 2: An examination and synopsis of band assessments in regions and the formulation of a process for Indian/Inuit communities to assess their training needs

The Centre for Aboriginal Management Education and Training at the University of Lethbridge in Alberta prepared a report which examined the regional assessment processes currently being utilized to determine the training needs of First Nations. Four departmental programs and activities were identified as having components which lead to the identification of training needs within the Indian public sector. These included the Indian/Inuit Management Development Program, the Alternative Funding Arrangements Management Assessment Framework, various program sectors undertaking operational reviews, audits and program transfer evaluations, and, inter-departmental activities and processes.

The Centre also developed a model for First Nations communities interested in assessing their training needs. Both the analysis of current departmental assessment processes and the development of the assessment instrument were to emphasize the theme "Is your organization a healthy organization?"

Introduction

Assignment 3: A description and analysis of training access networks and mechanisms for the First Nation public sector

Progressive Planning Limited in New Brunswick prepared a report which:

- . *examined regional networks and mechanisms established to facilitate the development and funding of training initiatives for the Indian public sector;*
- . *examined the formal and informal mechanisms in place through which First Nation communities currently access training; and*
- . *developed a conceptual framework for improving the access of the First Nation public sector to the management development and training opportunities that exist.*

Telephone interviews were held with 80 respondents, including officials from Indian and Northern Affairs Canada and other federal and provincial departments, universities and colleges, private training agencies, and Indian and Inuit communities.

Introduction

A synthesis of the major findings of these reports is discussed later in this report. A summary of each consultant's research assignment is provided in Appendix C. Complete individual reports are also available as companion documents.

Over the last several years, a number of departmental studies and evaluations have been undertaken which address the general context of band management development. These studies have included:

- . *the Self-government Sector Training Report (INAC, September, 1988)*
- . *the Analysis of Indian and Inuit Training and Employment Needs and Programs Study (Working Margins/McKay Finnigan, June, 1988)*
- . *the Evaluation of Management Training for Band Leaders and Managers (1989)*
- . *The Indian Public Sector, (Quantitative Analysis and Socio-demographic Research, July 1990)*

The findings of these studies have provided useful background information for analyzing issues and conceptualizing strategies and ideas contained in this summary report. A more detailed description of the above studies and findings is presented in Appendix D.

This Summary Report on the Preparing for Careers in Indian and Inuit Communities study is presented for discussion to departmental Executive Management following its preliminary review by departmental staff, the external consultants who worked on the study and to members of the Steering Committee who offered an insider's perspective on issues which may impact on the Indian public sector. It will also be tabled for consultation with interested First Nations as a means of generating ideas and developing community plans of action. It should be stressed that up to this point the process has not included a process of consultation with First Nations because this preliminary research work had to be completed before meaningful discussions could be held.

Introduction

The observations contained in this report are primarily derived from a sampling of representatives from files, interviews and documentation. Consequently they do not necessarily reflect the attitudes and experiences of all individual Indian public sector. They are supported by information gathered in literature and discussions with department staff whom the findings were discussed.

Conclusions of the Research Reports

A wide spectrum of conclusions were brought to light as a result of these three assignments and the departmental review of training opportunities. These conclusions focused on an identification of the emerging features of First Nation public administrations and on the nature and scope of organizational development required.

A synthesis of these findings is presented under the following themes:

Finding 1 An Indian Public Sector in Development

From a quantitative perspective, according to the 1986 Census, 21,200 people were employed in the Indian public sector of which 15,100 were employed in the general context of band administration and service delivery. Estimates obtained from DIAND's regional offices in 1990 indicate that at least 16,000 people were employed in administration and service delivery for Indian bands and tribal councils. From a qualitative perspective, a First Nation public sector can be described as being in its earlier stages of development; some distance from an established, recognized institution. It is facing a number of dynamics as this development takes place. Of particular importance is the transition which is taking place as the First Nation public sector evolves from an externally reliant, primarily administrative body towards a self-controlled, internally responsive entity. At present, much of the character of band and Inuit administrative bodies results from the residual presence and policies of INAC and the legal (eg. requirements of the Indian Act) or regulatory requirements of federal and provincial governments (eg. provincial education regulation).

The day-to-day requirements of managing band affairs within scarce human and fiscal resources combined with the desire of First Nations to recapture self-control is resulting in a public sector which no longer is a mirror image of the federal public sector. As the First Nation public sector continues to develop it is anticipated that its organization will be more reflective of the community it serves as opposed to the federal structures which fund it.

Conclusions of the Research Reports

The following Table 1 illustrates the existing positions which usually, at this point, make up the Indian public sector and the average years incumbents have been in these positions.

TABLE 1

**Average years of employment by positions
(based on 44 band case studies)**

<u>POSITION</u>	<u>AVERAGE YEARS IN POSITION</u>
Health	7.65
Social Development	7.36
Band Manager	5.13
Housing	3.92
Economic Development	3.74
Education	3.55
Chiefs	2.11

Source: Final Report: Indian and Inuit Public Sector.
Egeriex Inc., St. Lambert de Levis, Quebec,
November, 1991

Conclusions of the Research Reports

A number of important observations follow:

- . *The most stable positions identified within band governance are "program managers" in the areas of social development (7 years) and health services (8 years). These positions are more operationally or administratively oriented than policy oriented. The functions they administer tend to be defined by either federal or provincial regulations or procedures. As bands and tribal councils move into more flexible funding arrangements (eg. A.F.A.) a greater policy orientation may evolve.*
- . *The second most stable position is that of band manager (5 years). This position is quite possibly the most complex as it is usually the focal point for band administration acting as the chief operating officer within the community. The lack of available human and administrative resources requires the band manager to become a compensatory resource for many positions and functions. It also serves as the lynch pin between the political arm of the community and the administrative functions within the Indian public sector. This position most clearly exemplifies the fact that in most communities political aspirations are often interwoven with administrative activities.*
- . *Managers of economic development (4 years) are facing considerable change with the introduction of such initiatives as CAEDS. Because these positions are considered to be positions where First Nations can exercise greater influence in the development of their communities they tend to have a greater policy orientation than other positions. It should be emphasized that the economic development function is not constrained by federal or provincial regulation as some other functions are. Also, this is a position which is sometimes held by the Chief which again emphasizes the merging of political aspirations and administrative activity which is found within the Indian public sector.*

Conclusions of the Research Reports

The position of Chief although not usually held for a long time (2 years), quite possible due to the requirements of the Indian Act to hold elections more frequently than in other public sectors, is often filled by individuals who had previously filled an administrative position within the band or tribal council. There are several reasons for this, for example the size of many communities and the limited number of people willing or capable to take on the responsibilities of this position. This does, however, illustrate an important attribute about the Indian public sector not found in other public sectors and also demonstrates the phenomenon of "careers" being established, ie. movements from one position to another while remaining within the sphere of public administration.

Conclusions of the Research Reports

Finding 2 Inadequate Coordinating Networks Among First Nations, Funding Sources and Delivery Agencies

The research concluded that a major problem with the delivery of training programs to First Nations at present is the lack of functional networking or coordinating mechanisms to support training and development needs of the Indian public sector at the community level.

The study by Progressive Planning Inc. found that informal networks exist in each region. However, contacts and communication among government departments are infrequent and often issue specific. Formal mechanisms encouraging interdepartmental cooperation and coordination in such areas as needs assessment, program planning, and the joint financing of training programs are lacking in most regions. At a more general level, communication among federal departments involved in management training was found to be episodic at best, and in many cases non-existent.

Studies such as the Analysis of Indian and Inuit Training and Employment Needs and Programs (Working Margins/McKay Finnigan, June, 1988) have concluded that there are a great many training products available at the present time and that Indian communities have successfully accessed a substantial amount of training. First Nations did not feel that a lack of training opportunities have seriously constrained their development objectives. Progressive Planning reached a similar conclusion in their study. Major concerns in this area focus on the fact that access to training programs is often based on the criteria of the sponsors and not on the developmental needs and timeframes of local bands. First Nations want flexible access criteria, improved coordination and communication and less duplication of programs.

Coordinating mechanisms do exist in some regions. The Atlantic region has established a federal/provincial committee consisting of Indian, academic, and business leaders. The committee focuses on economic rather than public sector development issues.

Conclusions of the Research Reports

The Manitoba region has set up the Manitoba Indian Management Training Committee to facilitate a more equitable and cost-effective sharing of training resources and opportunities for Indian people in Manitoba. The committee shares information on accessing funding from all available sources, identifies common training needs, and provides mechanisms to pool funding resources to be utilized by all member First Nations and tribal councils to meet the need for cost-effective accredited training delivery.

The Alberta region has established a forum of interaction involving Indian communities, the Northern Alberta Institute of Technology, and the department. Indian people participate in the design, delivery, and evaluation of customized technical and management programs and courses relevant to their needs. The department serves as a catalyst and brokerage point for action.

Conclusions of the Research Reports

Finding 3 A Lack of Indian-sponsored Research

The historic degree of federal intervention has not fostered a self-defined Indian public service. Band governance is currently structured more or less in line with the current organization of programs and services found within the federal government; a structure which may not meet the needs and aspirations of bands. As noted in the Egeriex report, the definition of the Indian public sector must take into consideration the amount of power that the federal and provincial governments are willing to transfer to the bands.

There has been limited research on the Indian public sector by Indian scholars and practitioners themselves. Almost all of the writing and analysis on the Indian public sector is being done by non-Indian academics. Although elements of culture, local customs, community environment and community features are starting to be recognized as impacting on the organizational design of local band governance, there has been little real analysis of these factors.

As a result, there has been only limited attention given to present needs, traditional practices and contemporary aspirations of First Nations in this area. As such, the current literature has done little to produce the information, reciprocal interaction and vision needed to promote and sustain modern-day concepts of Indian community governance.

Conclusions of the Research Reports

Finding 4 Growing Inventory of Indian Management Training Courses and Programs

There are currently over 45 training institutions offering over 90 management development programs specifically designed for First Nations participants. These programs cover a wide range of certificate, diploma and advanced degree programs. Course content includes:

- . *First Nation government/band management;*
- . *implementation and management of land claims settlements;*
- . *public administration systems;*
- . *Chief and Council roles and responsibilities;*
- . *community management and resource management;*
- . *computer literacy;*
- . *native tourism management training;*
- . *secretarial/clerical services;*
- . *office administration;*
- . *native trainers development;*
- . *accounting;*
- . *managing the development process;*
- . *business development and administration;*
- . *advanced Indian management studies;*
- . *community social development and social services administration training;*
- . *native economic development;*
- . *entrepreneurial training;*
- . *developing community strategies; and*
- . *educational leadership.*

In addition, approximately 10 federal departments, such as Indian and Northern Affairs Canada, Canada Employment and Immigration Commission, Canada Mortgage and Housing Corporation, Public Service Canada, National Health and Welfare, Solicitor General and other departments offer a number of training programs for Indian and Inuit people.

Conclusions of the Research Reports

The study by Progressive Planning Ltd. found that the majority of Indian respondents were of the opinion that training initiatives were generally successful in meeting their training needs. The benefits of having a trained staff were noted. The development plans of bands do not appear to have been unnecessarily restricted by a lack of training programs.

However, it should also be noted that the Egeriex Inc. study found that most band managers require post-secondary level training. Therefore, although there is a good supply of training programs available at the present time, the objective demand for skill development for Indian public sector managers remains high. The need also extends beyond the public sector into the community to prepare interested community members for careers within its public sector.

This demand suggests a need to improve the coordination, access and marketing of training opportunities and encourage the development of innovative approaches such as distance education programming, management internships, summer institutes, and other approaches which First Nation communities may wish to explore.

Conclusions of the Research Reports

Finding 5 Lack of Training Needs Assessment Processes at the Band Community Level

Although a number of management and training needs assessment processes are being used in departmental regional offices, none of them focuses directly on the assessment of organizational and human resource development needs of bands as employers. All were explicitly designed for meeting the needs of sponsors rather than bands. Many use an informal, ad hoc assessment format that may compromise a thorough analysis of training needs. Some are too complex and broad in scope to focus on the specific skills of particular band employees. Most focus on producing information for government resourcing or audit purposes. Table 2 provides an overview of the characteristics of the current departmental assessment processes utilized. These processes are not interrelated with one another even though there are often areas of overlap and duplication which more often than not confuse and frustrate the band community.

Conclusions of the Research Reports

TABLE 2 CHARACTERISTICS OF BAND ASSESSMENT PROCESSES

1. Indian Management Development Plans
 - identifies management development priorities
 - comprehensive process
 - indirect assessment of training needs
 - process is ad hoc with informal format and unstructured guidelines

2. Alternative Funding Arrangements
 - formalized structure examining managerial accountability and capacity
 - indirect assessment of training needs
 - easy to use and perceived by bands as useful
 - focus not on identifying training and developmental needs of bands

3. Financial and Administrative Management Plans
 - formalized procedure in which training needs partially covered
 - produces data to assess training needs
 - perceived by bands as useful
 - goal is to ensure solvency of bands, not to assess training needs
 - process requires financial expertise

4. Program Reviews
 - focuses on organizational and operational factors
 - relevant process in assessing management training needs, but indirect
 - ad hoc assessment format
 - scope limited to factors required to meet INAC program standards

5. Inter-governmental Processes
 - directly address the training needs of communities if coordinated by governments
 - scope limited to economic or employment concerns, not managerial training

Conclusions of the Research Reports

Finding 6 Diversity in the Organization of First Nations Public Services

There is considerable diversity in the organization of community services among First Nations. Given the significance of local politics and culture, the concept of an "average" band organization concept is not particularly helpful. Generic organizational models are not generally reflective of what currently exists in First Nation communities, nor do they capture the transition to the self-governing model that is taking place in many communities.

DIAND has also contributed to the development of differing concepts of Indian public sector organizations. The various forms of funding transfers available to bands, such as Alternative Funding Arrangements and Flexible Transfer Payments, and the new relationships that First Nations have negotiated through self-government types of arrangements, have encouraged them to self-define the types of organizational frameworks that they require. As a result, First Nation communities have acquired a growing sense of ownership for the conceptualization and design of band governance and public sector organization.

Finding 7 Importance of Traditional Interpretations of Local Government Processes

Traditional cultural interpretations of various management and administrative activities and functions play an increasingly important role at the local community level. Cultural values influence both the purpose and style of management.

The Indian public sector operates within a complex and volatile environment outside the community context. The development of a culturally sensitive public sector is being restrained by the Indian Act, federal policies and regulations, and the specific guidelines and funding criteria of sponsors.

Views of the Steering Committee

Two meetings of the Steering Committee were held, one on September 14 and the other on November 8 and 9. Committee members reviewed initial draft consultants' reports and provided directions for the completion of the assignments. Following its deliberations, the committee provided a number of insights regarding the complexity of the Indian public sector, the cultural and political environment within which it functions and some of the issues related to it. The committee's observations served as guiding principles for conducting the Preparing for Careers in Indian and Inuit Communities study.

1. Importance of Community Initiative and Vision:

- . *The development of an Indian public sector must be a community-driven process. It needs to integrate organizational development, band staff training and development, and a process whereby band members can fulfil the pursuit of a career within its public sector.*
- . *It should be recognized that, managers within the Indian public sector have to mediate in both the Indian and the non-Indian worlds, using both the language of the bureaucracy and the traditional language of the Indian community.*
- . *In addition to technical skills, the Indian public sector must also recognize personal qualities, cultural knowledge, traditional language skills, and the importance of a "community vision" (community-oriented, proactive, empowering).*
- . *The notion of a community vision is different from the process of administrative devolution. More has to be done than simply transfer the technical and administrative aspects of positions from the federal public service to the Indian public sector. Positions within the Indian public sector are needed that explicitly recognize the tasks of serving and empowering Indian communities.*

Views of the Steering Committee

- . *The scope of development and training must include more than just financial management, personnel administration, and technical skills related to program transfer skills. It needs to include effective communication, leadership, creative thinking, and community development within the spirit of local customs and community environment.*
 - . *It is critically important to keep the process for the development of the Indian public sector at the community level. It is not enough to decentralize funds to tribal councils and advisory boards, because they may not always reach individual bands. Bands need customized programs that meet their self-determined needs and which build upon their existing strengths and competencies.*
- 2. Long-term Stability in the First Nation Public Sector:**
- . *It must be recognized that the development of an effective First Nation public sector must be seen as a long-term process. The Preparing for Careers in Indian and Inuit Communities study can be seen as preparing the foundation for the development of a long-term strategy.*
 - . *It must be recognized that the process of establishing the agenda in this area is of critical importance. First Nations have to be empowered to control and drive the process and will have to be satisfied with the integrity of both the process and the strategy.*
 - . *To ensure the success of this developmental process over the long-term, there is a need to create a broader public awareness and discussion of the needs, abilities, and potential of the First Nations public sector. Additionally, there is a need for greater communication among First Nations, training institutions, and other interest groups. In particular, there must be opportunities for First Nations to come together to share information and to learn from each other's work.*

Views of the Steering Committee

3. Encouraging Research, Development, and Innovation:

- . *Innovation and creativity should be encouraged as an integral part of the process, with specific direction and support provided for research and development.*
- . *The modern First Nation public sector is relatively new. Therefore, research, development and experimentation will be critical to its development. Indian communities should be an integral and visible part of any strategy for research and development. At the present time, most of the research on the Indian public sector has been done by outsiders, many of whom have used an ethnographic perspective, rather than focusing on the band governance and organization within the community.*
- . *There is a critical need for formal evaluations and reviews of current management development and training programs to enhance their credibility and their utility in the Indian public sector.*

4. Building on Rights, Strengths and Competencies:

- . *Any initiatives in this area should be based on the rights and responsibilities of First Nations and fully recognize the right of First Nations to self-governance.*
- . *The committee strongly favoured an approach which builds upon the strengths, competencies and resources of First Nations, rather than on an approach which focuses on the identification and rectification of perceived problem areas. The latter would tend to present enhancement of the Indian public sector in a negative, problematic framework.*
- . *There is a strong base of experience from which the building of an effective Indian public sector can be realized, as evidenced by the growing pool of experienced Indian managers operating in a wide number of sectoral areas.*

Views of the Steering Committee

5. Flexible Access Criteria:

- . *The funding and selection criteria for accessing developmental and training opportunities must be broadly structured and flexible enough to accommodate the diverse community and human resource development needs of First Nations communities that exist among First Nations. The development of the Indian public sector cannot be restricted by excessively rigid access criteria.*
- . *There must be a recognition of the constraints and restrictions imposed upon the self-determination and expression of an Indian management philosophy and culture by the requirements of the Indian Act and other federal policies and regulations.*

Issues That Need to be Examined

The Steering Committee and the three research reports have brought to light a number of issues and challenges that need to be examined. These also point toward ideas that should be looked at by First Nations and DIAND. The following is a discussion of some of the main issues suggested in this regard.

1. **Insufficient Indian Control over the Development of its Public Sector**

Until quite recently, training for band development was planned and delivered by Indian and Northern Affairs. First Nations input was minimal. The primary focus was on meeting the needs and requirements of the department's programs and regulations.

Although INAC is no longer directly involved in the delivery of actual courses, it continues to promote band development through a fairly extensive array of management development components operationally contained within a departmental program context. These include the provision of financial assistance to institutions of higher learning for management program/course development, the provision of support to bands for developing band management plans, the delivery of training courses, the provision of advisory services and the provision of support for establishing Indian management training institutes. More recently, INAC's Indian Management Development program has focused its attention on those bands experiencing serious financial and/or management difficulties and those bands interested in Alternative Funding Arrangements.

In this sense, the field of activity and its parameters continue to be defined by INAC.

Issues That Need to be Examined

While it is recognized that these departmental activities provide some opportunities for band development, they have not enabled bands to plan a cohesive approach for developing its public sector organization or for enhancing the skills and competencies of its band staff. It is recognized that First Nations should have meaningful control over their own development programs. Given the critical link between community management development and band/community governance, this process is particularly critical at this time.

It is likely that First Nations will want to call upon a wide range of resources under their control to accomplish this development. Individual bands, Inuit communities, tribal councils, Indian and Native education and training institutions, and the skills and knowledge of Elders, traditional community leaders, and experienced First Nation managers could be utilized. In practical terms, the various functions of a professional development process (planning, needs assessment, program development, program delivery, evaluation) will have to be assigned to each resource group in a rational manner.

2. **Insufficient Recognition of Community Diversity**

The research completed by Egeriex Inc. found that a wide range of band organizational structures are evolving across the country. These structures reflect the diversity of First Nations culture and language, local community infrastructure and conditions, historical factors, and the political objectives of local community leaders.

Much of the current initiative for the development of a stronger First Nation public sector is external to the Indian community. Most activities in this area are proposal-driven and funded by DIAND and CEIC, while some are provided by universities and colleges, often through the auspices of federal financial support. This situation has tended to limit community self-examination of local objectives, needs and local resources. Consideration needs to be given to shifting First Nation capacity building towards the local community.

Issues That Need to be Examined

There are inevitable constraints on such an approach. Financial and human resources need to be available to allow the Indian public sector to assess its staff development and management needs and to design appropriate and customized responses. The restraints imposed by the Indian Act and other federal legislation, departmental policies and regulations and guidelines must be recognized and reduced to essential elements so as not to jeopardize ministerial accountability and responsibility. The access criteria to development and training resources need to be as flexible as possible to accommodate the diverse training needs of individual Indian public sector organizations across the country.

Finally, it is critical that the training assessment process be integrated into the on-going administrative life of bands. Goal setting, identification of skill requirements, assessment of skill capacities, and other related human resource activities should be present in some form or another on an on-going basis at the local community level.

3. Lack of Stability in Programming

One of the recommendations put forward in the study by Progressive Planning was the decentralization of training and development responsibilities based on a block transfer process.

The current allocation of departmental training and development funds has adversely affected the ability of First Nations to develop creative training initiatives at the community level, with the exception of those initiatives that fit into departmental program criteria.

First Nations must be given the degree of autonomy they need in order to respond to new or changing needs and conditions which impact on their communities, such as the addition of new sectoral responsibilities or the introduction of new management systems. They also must be given the opportunity for professional development the way they see fit.

Issues That Need to be Examined

To do this, a sound and sustainable funding base needs to be provided at the community level from which the community can spearhead the development of its public sector and link with external resourcing opportunities and sponsors. This may entail some form of global, multi-year funding arrangements that would allow for considerable flexibility in the use of funds for various training and development priorities, including the opportunity to use funds in cooperation with the funds of other bands to finance larger scale training or development activities; the transfer of funds between budget categories; and the ability to carry over surplus funds to future fiscal years.

4. Inadequate Research and Development by First Nations

Almost all of the current literature related to the First Nation public sector is non-Indian researchers outside the community framework. The nature and scope of this research has been ethnographic in nature and has not involved a dedicated analysis of management characteristics or processes at the band level.

The scarcity of Indian-sponsored research and documentation which examines the Indian public sector from within its own community and cultural perspectives warrants serious examination. Resources will be needed for First Nations to study the integration of traditional cultural approaches to community governance and to discuss the development requirements and local implications of their organizational concepts of community self-governance.

Any departmental action in this regard needs to focus directly on strengthening Indian ownership, responsibilities, and delivery capacities within Indian communities. This action will have to be accomplished within a context of continued federal support, assistance and cooperation.

Issues That Need to be Examined

Indian communities are increasingly involved in defining the relevant processes of self-governance. These initiatives need to be encouraged through processes that will enable local communities to initiate research and development activities meaningful to them. In addition, there is a need to support experimental and innovative practices in Indian community governance, management and administration and to support information-sharing about the results of experimental practices among all Indian communities and sponsors across the country.

5. Inadequate Attention to Longer-Term Certified Training

The study by Progressive Planning found a strong desire within Indian communities for longer-term training and development initiatives with appropriate follow-up and certification. Indian communities are concerned that many courses do not fit with community needs and that they attempt to convey too much information in too short a time. Communities also viewed these courses as "quick fix solutions".

The Egeriex study concluded that most Indian program managers require a post-secondary education. The Self-Government Sector Training Report (INAC, September, 1988:13) made the point that

"Validation of learning is required from several groups:...communities must see learners as being engaged in valid and important activity, and the various employers (community-based or otherwise) must arrange their personal practices to recognize this training as developing competencies which will benefit the communities and further the professional or career aspirations of those involved."

Band communities need to develop a strong sense of ownership and commitment towards the building of careers within its public sector. This requires them to have more influence over matters such as the sponsorship of post-secondary educational support to interested community members.

Issues That Need to be Examined

The Indian public service needs the credibility and validation of certified training. Since it is directly related to professional self-confidence and social recognition, certification of training, in many respects, is as important as the acquisition of specific skills.

A related point was made by the Steering Committee. What bands actually need is education and training that focus on management rather than administrative training; that is, education that will result in creative thinking, initiative, the ability to solve problems and effective communication skills.

It is important to note that the decentralization of post-secondary education funding to First Nations will able them to directly support the kinds of training they feel will be most responsive to the needs of their communities and their band members.

6. Inadequate Support For Culturally Sensitive Training

The Steering Committee also noted that "the aspirations and values of First Nations are critical elements to the successful design, delivery, and evaluation of management curricula... . Cultural values do influence the purpose of management and its definition; e.g., responsibility and accountability, self-sufficiency (family, individual), effectiveness, efficiency, openness to new thinking and new practices."

In the past, there has often been an inherent assumption that the First Nation public sector required skills and capacities that mirrored those of the federal and provincial public service sectors. First Nations, however, view management competencies in the Indian public sector as more closely related to:

- . *an intimate knowledge of the culture and language of the local community; and*
- . *an understanding of how to mediate between non-Indian bureaucracies and the First Nation community.*

Issues That Need to be Examined

It is likely that the scope of Indian management will be radically different from conventional management concepts. To be effective for First Nations, management training should provide opportunities:

- . *"to promote critical thinking, mediated learning skills, self-directedness, self-determination, and strategic planning skills." (Steering Committee);*
- . *for personal healing, personal growth and development;*
- . *to learn about themselves;*
- . *to mediate their own experiences; and*
- . *to move toward self-determination;*

The First Nation public sector requires managers who have a "community vision" as well as technical management skills (e.g. financial, clerical and administrative). It is both possible and desirable to recruit and train on the basis of this community vision.

With the decentralization of post-secondary education funding, First Nations will now have the capacity to influence the cultural content of training and professional development within institutions of higher learning.

The Challenge

An effective public service is required to provide services to their constituents in a way which best meets the aspirations of First Nations. Existing capacity at the community, tribal council, regional or national level is in many cases still developing and continues to need support. This support must facilitate the transition that is taking place as First Nations recapture control over their destinies.

Two major principles have emerged from the research which must form the foundation for the long-term development of a more effective First Nation public sector, including:

- . *Control over the development and operation of the First Nation public sector must be in the hands of First Nations themselves. Perhaps the central finding of this study is a recognition of the need to strengthen First Nation control over the process of developing their competencies within its public sector. All components of a comprehensive strategy must recognize and support this principle.*
- . *Further development of the First Nation public sector must build on the strengths and competencies which already exist within First Nations communities. It was recognized that First Nations can draw on a vast number of strengths and competencies, including traditional community management practices, experienced band managers and program staff, and a growing number of management and administration programs at Native training institutions which can assist First Nations in meeting their aspirations.*

Both First Nations and DIAND have important roles to play to facilitate the further development of an effective public sector. DIAND can assist by providing more flexible funding arrangements through, for example, band support and tribal council funding formulae and by allowing multi-year funding agreements. It can also support a strong First Nation sponsored research and development program and facilitate the transfer of information among First Nations, DIAND and other groups.

The Challenge

Furthermore, it can facilitate the establishment of access and communication networks through which First Nations can participate in decisions regarding the type and location of management training for their communities.

First Nations will have to assume the responsibility for defining their own concept of their public sector and for establishing policies and standards that address the community-level management needs of First Nations. A process for ensuring that their public service is fully accountable to their community members will also have to be developed. In addition, they will have to articulate the kind of partnership they wish to form with DIAND and other sponsors.

Ideas for Consideration

The concept and recognition of an Indian/Inuit public sector is in its infancy. While it has grown considerably over the last years and this pattern is likely to continue at a lesser pace over the 90's, opportunities exist for accelerated growth. This public sector can also play a key role for First Nations in terms of employment opportunities and improved community goods and services delivery and make a substantial contribution towards the community attaining greater levels of achievements in terms of autonomy and governance. Steps need to be taken to implement programs, establish policies and activities, and find new ways of doing business with First Nations. The research completed by the background studies and the directions recommended by the Steering Committee suggest a possible agenda for its further development having the following five components:

1. Strengthening First Nations control. This would be the core element of any strategy. Specific ideas for implementing this component could include:
 - . *human resource development Tribal Council advisors;*
 - . *regional centres of Excellence; and*
 - . *funding transfers to First Nations to facilitate the development of its public sector through instruments such as band support and tribal council formulae.*

2. Facilitating access and coordinating networks among Indian First Nations, sponsors and delivery agents. Possible activities could include:
 - . *facilitating regional coordinating mechanisms which link First Nations, government programs, and training institutions and which build on existing local networks such as CEIC's Pathways to Success, the Canadian Aboriginal Economic Development Strategy, tribal councils and others;*

Ideas for Consideration

- . encouraging national planning forums and a collaborative approach between DIAND and CEIC;
 - . establishing a clearing house of federal training and research information;
 - . establishing information exchange and communication networks between institutions of higher learning and with First Nation communities.
3. Encouraging community-based research and development to enhance the growth, development and effectiveness of the First Nation public sector. Possible activities here could include:
- . *funding existing post-secondary institutions for research work with First Nation communities;*
 - . *providing funds to the Social Services and Humanities Research Council of Canada for community centred field studies.*
4. Establishing staff development opportunities to provide senior executives of the Indian/Inuit public sector access to advanced executive development programs and provide all public sector employees opportunities for work exchange programs.
- . *continuing financial support to individuals to attend Banff School of Advanced Management;*
 - . *sponsoring individuals to training programs offered by the Canadian Centre of Management Development and l'Ecole nationale de l'administration Publique.*
 - . *establishing a framework for DIAND/First Nation reciprocal employee exchanges arrangements.*

Ideas for Consideration

5. Supporting the development of the Indian and Inuit public sector to provide First Nations with assistance when dealing with situations needing remedial action.
 - . maintaining a departmental capacity, at the regional level to assist First Nations in addressing issues of remedial action;
 - . developing needs assessment framework to assess the professional development needs of First Nations.

Table 3 entitled "Matching Components with Possible Approaches" provides an overview of the various elements of the proposed strategy and the ideas offered for consideration.

Ideas for Consideration

TABLE 3

MATCHING COMPONENTS WITH OPTIONS

Component:	Possible Approaches:
1. Strengthening First Nations Control Over Development	<ul style="list-style-type: none"> . Human Resource Development . Tribal Council Advisors . Regional Training Centres of Excellence . Support to Communities
2. Facilitating Access and Coordinating Networks for Training	<ul style="list-style-type: none"> . Regional Coordinating Mechanisms . National Planning Forums . Indian Management Resource Centre . Information Exchange Network
3. Encouraging Community-based Research & Development	<ul style="list-style-type: none"> . Funding Institutions . Funding Social Sciences and Humanities Research Council
4. Establishing Staff Development Opportunities	<ul style="list-style-type: none"> . Banff School of Advanced Management . Canadian Centre for Management Development . Orientation Courses for Senior Managers
5. Supporting Indian Public Sector Development	<ul style="list-style-type: none"> . Maintaining Regional Capacity for remedial action . Developing Management Assessment Framework

Strengthening First Nations Control Over Development

o Human Resource Development Tribal Council Advisors

A number of advisory positions are already in place in a good number of tribal councils and already provide specific knowledge, expertise and/or assistance to First Nations communities in such areas as financial management, economic development, community planning, technical services and band management. A sixth level of advisory services could be established to provide Tribal Council advisors dedicated to professional human resource development. Such a consulting group could be a valuable resource for interested communities in, for example assessing the developmental needs of their public sector organization and in identifying appropriate training and development activities to meet those needs.

These advisors, at the tribal council level, could also take the lead role in the development and operation of regional coordinating committees for training, in the administration of inter-band training networks, and in the identification and negotiation of training opportunities such as CEIC as well as other professional development opportunities available from other sponsors.

This idea will likely be strongly supported by First Nation leaders since it enhances their internal organizational capacity to undertake organizational development and training consulting activities. In recent years, there have been growing political concerns about the continuing use of third-party managers and external management consultants. These concerns relate both to the lack of First Nation control over these services and also to the limited skill transfer to band employees that has taken place as a result of the use of these external consultants.

Assuming one advisory position dedicated to human resource development at the rate of \$50K per Tribal Council, this idea would maximize current departmental funding already provided to tribal councils for advisory purposes. Funding adjustments of \$4.0M can be envisaged to further support the existing capacity of tribal councils to provide this service. In addition, this idea requires \$1M to fund non-affiliated bands.

Strengthening First Nations Control Over Development

This idea would be difficult to implement at this time given that it will need to be re-examined in the context of the conclusions of the evaluation of the tribal council funding policy currently in progress. Consideration must also be given to non-affiliated bands as well as those bands which may, for whatever reason, withdraw their current tribal council affiliations over time. Another disadvantage is that Tribal Councils are to some extent removed from the communities they serve.

Strengthening First Nations Control Over Development

o Regional Training Centres of Excellence

Since there are a good number of regional associations, committees, and institutions in place, regions are a potential site for establishing regional training centres to serve the training needs of First Nation communities. Regional forum could be established to bring together Indian leaders, native/provincial institutions and associations and government agencies to develop a regional strategic plan to organize appropriate centres for the management and provision of training and development to First Nation communities. These regional centres would formulate objectives, set up programming delivery systems, and determine resource allocation targets for bands. In this context, First Nations would have some control and be heard for determining courses, curriculum content and delivery systems. This has the advantage of establishing regional training centres of excellence, of providing for economies of scale, and of maintaining an active departmental participation, at the regional level.

Responsibility for implementing this idea would rest with each Regional Director General to negotiate and manage terms and conditions with selected regional training centres in consultation with First Nation communities. Fiscal and multi-year funding arrangements can be struck within existing regional authorities.

Incremental cost totalling approximately \$7.0M need to be added to our discretionary reference level to fund this option. Current funds in the Band Support and Tribal Council reference levels are earmarked and cannot be used for this purpose.

The disadvantage is that First Nations, may be reluctant to such an initiative without firstly establishing a clear policy framework as they may not feel in full control and may regard DIAND as having a strong monitoring influence over their professional development. Lack of stability may creep into this activity as annual negotiations may be required to establish programming and allocation priorities. The uncertainty of funds will most certainly add to the complexity of negotiations.

Strengthening First Nations Control Over Development

o Support to Communities

Support to facilitate human resource development and organizational development at the band level could be provided to individual bands and tribal councils by providing human resource development funding through the existing band and tribal council funding formulae. This would provide a stable base from which First Nations could focus the implementation of their own professional development agenda. Developmental funding component could be included into these formulae to clearly show the amount of funds provided to each community and Tribal Council. Funds would be provided as grants.

The amount of each grant would be determined using a .5% factor of the total program dollars managed by each community. This would cost \$6 to \$7.0M for bands with specific allocations ranging up to \$150K and would cost approximately \$1.0M for tribal councils with a range of up to \$120K. This would allow communities to determine their needs and focus attention on accessing and managing training. This option can be implemented for 1992/93 by amending the current Band Support and Tribal Council funding formulae.

These funds are intended to be used to enable a community to establish training and development as a community priority and to set an internal capacity to take charge of its public sector development.

Placing these funds directly under First Nation control would provide the community with the capacity to manage its human resource development, conduct internal management assessments, identify and prioritize training requirements, and access available funding and training opportunities. This would also allow a community the opportunity to use funds in cooperation with the funds of other bands to finance larger scale training or development activities.

Strengthening First Nations Control Over Development

Funding for this option can be found within existing Reference Levels starting in 1992-93 from the reductions to the Band Support and Tribal Council reference levels which were in effect for the past two years. The risk of bands not using the grants for the intended purposes would be minimized by creating a separate line in the formulae and by adding a specific reference regarding the intended use of these funds in procedural guidelines documents (pp. 20-2, Part 7) to visibly display the purpose and intention of the funding. This option gives full responsibility to First Nations to organize, prioritize and provide for their training needs. DIAND would retain the responsibility for funding support and not for meeting the training requirements of First Nations.

This idea places organizational development, human resources development, professional development and individual career development squarely in the hands of First Nations themselves and it should result in a very efficient matching of resources to training goals and objectives.

Strengthening First Nations Control Over Development

QUESTIONS FOR DISCUSSION:

1. What barriers exist at present that would limit First Nations control over the process of public sector development and how can these barriers and constraints be removed?
2. How can First Nations best ensure accountability for Indian public sector development:
 - . to their community members?
 - . to the federal government?
3. How can bands best utilize these funds? For what purposes?
4. How much money will be required to ensure adequate resources for local development?
5. What mechanisms can be put in place to assist bands who want to pool their funds?
6. How can we increase the awareness of and the priority given to public sector development among Indian leaders, community members and government officials?

Facilitating Access and Coordinating Networks for Training

o Regional Coordinating Mechanisms

Among the major recommendations of the study by Progressive Planning were the following:

- . *the establishment of formal links among funding agents, First Nations, training institutions, and government departments which are involved in organizational and professional development. This would include an integration of the various program sectors within DIAND and better interaction with other federal departments;*
- . *cost-sharing of professional development and training programs among funding agencies;*
- . *inter-band cooperation in the areas of program design and delivery; and*
- . *improved communication links and networks among bands, departments and institutions.*

In essence, this idea involves shifting the focus of control for organizational and human resource development from DIAND to regional, multi-lateral committees operating substantially under First Nation control.

One approach to implementing this idea would be to establish regional committees in each region. Their mandate would be to advance the management capacity of First Nations and to ensure an equitable and cost-effective utilization of management training resources.

The committees could include representatives from bands and tribal councils, regional Native training institutions, DIAND and CEIC. Officials from other departments and groups could participate as required. Committees could be based on regional, tribal council or some other grouping as determined by bands and tribal councils in each region. The determination of specific membership and mandate would however remain a First Nation responsibility.

Facilitating Access and Coordinating Networks for Training

The role of the committees could include some or all of the following functions:

- . *to identify common needs and establish priorities for management training in the region;*
- . *to prepare annual management training plans for the region based on the above assessments and prioritization;*
- . *to coordinate the development and implementation of management training programs using resources from CEIC, DIAND, other government departments and funding agencies and training institutions; and*
- . *to liaise with CEIC's Pathways to Success Aboriginal Training and Employment Strategy and, in particular, with the Regional and Local Management Boards in their region;*

Allocation of funds to regional committees could be made on the basis of factors such as native population, existing management capacity of First Nations in the region, availability of training opportunities and recent related activity in this area and other factors. Eligible activities could include:

- . *preparation of band/tribal council/regional management training or human resource plans;*
- . *direct funding/purchase of management training programs, either directly with allocated funds or jointly with other funding agencies. Allocated funds could be used as seed money to lever other training or developmental funds;*
- . *purchase of advisory and management consulting services;*
- . *providing resources to allow Indian managers to share their skills and management expertise with other bands or tribal councils;*

Facilitating Access and Coordinating Networks for Training

- . *research and development activities that support the development of effective Indian management practices; and*
- . *support for innovative community management projects funded on a short-term, demonstration basis.*

Coordinating the supply and demand side of training can be accomplished more effectively by focusing responsibility regionally and establishing network points of intervention. This would be determined by examining existing mechanisms such as training boards, committees, advisory boards and other local forums many of which currently exist to bring together First Nations, government programs and training institutions. The leadership for establishing regional multi-lateral networks would remain a regional responsibility and RDG's would be asked to account specifically for the formation and functioning of this responsibility. What is required is for a position to assume direct responsibility for initiating this function. This position would assume a leadership role in bringing together all existing regional contact points and lead discussion with First Nations to arrive at a regional network mechanism functionally operational for April 92 for enhancing First Nations access to training. Once established, First Nations will be responsible for the on-going maintenance of these networks. This would result in a more cost-effective utilization of existing training resources and provide a sound vehicle for First Nations to organize development.

A major advantage of this idea is its high degree of compatibility with EIC's new Aboriginal strategy, Pathways to Success. EIC's strategy calls for the creation of Regional and Local Management Boards which have a similar mandate to that suggested above. It is however positioned to carry out training and development from an employability perspective and may not meet all of the developmental needs of the public sector, nor provide for the development of careers of some individuals. It does offer First Nations a good starting point for coordination.

Facilitating Access and Coordinating Networks for Training

This idea also lends well to its amalgamation with Canadian Executive Services Organization (CESO) regional committees which are being established in each region. These committees will have a high degree of First Nation participation and provide them with an active part in the decision-making process.

Furthermore, the committees would be relatively cost effective since they would not require extensive staff or administrative resources to establish or operate.

Facilitating Access and Coordinating Networks for Training

o National Planning Forums

The complexity of a professional development environment which impacts on First Nation communities suggests the need for a greater emphasis on intra- and inter-departmental cooperation on all developmental issues which face the First Nation public sector. Furthermore, there is a critical need for a capacity to maintain a national "overview" in regard to this issue, one that will allow us to monitor progress toward stated goals across the country. In particular, needs exist in the following areas:

- . *improved communication links among all client and funding groups;*
- . *inter-departmental planning and coordination, particularly with EIC's new Aboriginal Training Strategy;*
- . *inter-program cooperation within DIAND with needs identification and program design and delivery;*
- . *cost-sharing/joint delivery of management training and development activities.*

To create the capacity to address these needs, the following types of forums are offered for consideration:

DIAND - EIC Joint Committee on First Nations Development

A committee of senior managers from Band Support and Capital Management, Post-secondary Education and other appropriate directorates from DIAND and from the Canadian Jobs Strategy and Aboriginal Training and Employment Strategy of CEIC could be established with a mandate to:

- . *promote joint planning and avoid duplication of Indian training and employment programming;*

Facilitating Access and Coordinating Networks for Training

- . *identify current operational problems that may effect program delivery at each department;*
- . *identify appropriate coordinating mechanisms and funding approaches to maximize federal resources directed at Indian training; and*
- . *negotiate the joint funding of training and development initiatives at the regional and community levels.*

National Management Planning Group

With representation from DIAND (headquarters and regions), tribal councils, native training institutions, and regional Indian management training committees, the mandate of the committee would be to follow-up on the work of the Preparing for Careers in Indian and Inuit Communities Study. This would include:

- . *reviewing and making recommendations for improving the effectiveness of management training and development;*
- . *assessing environmental factors that may impact on the Indian and Inuit public sector;*
- . *assisting regional Indian management training committees to achieve their objectives;*
- . *preparing a working definition of Indian self-government management for discussion with First Nations;*
- . *providing a national perspective with respect to priority Indian management development requirements.*

Facilitating Access and Coordinating Networks for Training

o Indian Management Resource Centre

Strengthening the control of First Nations over the development of its public sector cannot be approached in isolation from the federal, provincial and native training initiatives being developed to address issues of literacy, employability, technological changes, on-going management and organizational development. One place to start is the Indian Management Development resource centre currently housed within headquarters Band Support and Capital Management branch. The Centre holds a good number of published and unpublished documents, periodicals and training programs. An automated data bank system is in development to track and disseminate valuable information on training opportunities within the federal/provincial governments, institutions of higher learning and native training institutes. Annual publications are published and mailed out to all First Nation communities and training institutions in Canada. The Resource Centre could continue to act as a clearing house of training information and provide a listing of published and unpublished materials along with descriptions of training courses and programs. It could also provide information on new approaches to development. Costing is relatively minor as it entails only publication costs and can be found within existing reference levels for I/IMD.

This listing could be in the form of a sourcing book that specifically identifies federal and provincial training information, research information focused on First Nation communities and would likely eventually lead to a community's guide that provide detailed information on training course and programs, research data and institutions thereby reducing the effort and time currently invested by First Nations in identifying and selecting training opportunities.

Facilitating Access and Coordinating Networks for Training

o Information Exchange Network

This idea provides for the establishment of a formalized information exchanges networks between institutions of higher learning and First Nation communities. It would firstly be set up with those institutions that are currently receiving funding support from DIAND's Indian Studies Support Program (ISSP). These institutions would catalogue published and unpublished materials and annually share into the preparation of an annotated bibliography of these materials and also share training information which would be amalgamated nationally and distributed to First Nations.

An information exchange network, encompassing a wide range of topics will better prepare First Nations to successfully be knowledgeable of new training initiatives and to capture a significant share of training opportunities. This network is also expected to connect with universities and provide a valuable information source to communities, institutions and researchers and focus the attention of academics on action community research projects. It would connect the training industry internally as well as connect the industry with First Nations, support groups and sponsors. Other benefits that can be derived from this idea are centralized research reviews, partnerships between First Nations and training sponsors and strategic alliances with institutions of higher learning.

Implementing this idea requires \$25K.

Facilitating Access and Coordinating Networks for Training

QUESTIONS FOR DISCUSSION:

1. What is the best way for First Nations to access funding and delivery agencies?
2. What resources will regional coordinating committees require to operate effectively?
3. Will the proposed mandates of the regional coordinating committees ensure an effective relationship with CEIC's Pathways to Success strategy?
4. What impact will these coordinating forums have on the development of the Indian public sector at the band level?
5. What is the appropriate mandate for a departmental secretariat on developing First Nations public sector?
6. What forum will best allow bands to work with each other and to jointly sponsor training and development programs?
7. What mechanisms can be put in place to ensure that smaller bands with limited administrative capacity receive assistance to assess and develop their public sector?

Encouraging Community-based Research and Development

o Funding Institutions

The objective of this idea would be to provide funds to existing post-secondary institutions to assist First Nation to develop new and innovative management practices based on local initiatives, and to stimulate local discussion of the present needs and future direction of their public sector. Possible projects might include, for example, the integration of traditional management approaches within the overall administration of the band; projects designed to increase the number of women in senior management positions within the Indian public sector; or innovative approaches to leadership development, conflict resolution and the management of stress in the band context. These activities are expected to result in the development of specially adapted and culturally appropriate training materials and programs.

This idea could be managed and administered through the same structures and processes as currently exist for DIAND's Indian Studies Support Program. This would provide greater flexibility for DIAND, at the regional level, and would require a revised policy framework for a realignment of existing post-secondary education funding. However, DIAND is currently putting out over \$15.0M annually for this purpose. Results have yet to be quantified. First Nations may react against such an initiative as it would be seen as a reduction of post-secondary education funds that would otherwise be available for career development.

Encouraging Community-based Research and Development

o Funding Social Sciences and Humanities Research Council

As noted earlier, there is a striking absence of research and writing on the First Nation public sector by native scholars and practitioners. One idea to address the need for encouraging Indian sponsored, community-based research would be to establish a dedicated funding source from which First Nation communities could undertake in cooperation with Indian scholars and researchers. The mandate of the program could include the following areas:

- . *ethno-historical studies on traditional community management practices by native scholars;*
- . *case studies of Indian styles of management and processes in various communities;*
- . *studies on the management implications of the modern concept of First Nation self-government;*
- . *reviews and evaluations of band management systems, management training programs and other management programs and policies at the band and tribal council levels;*
- . *conferences, workshops and seminars that bring First Nations managers together to discuss the building of management capacity within their communities; and*
- . *distribution research findings and related information to First Nations across the country.*

Encouraging Community-based Research and Development

Recognizing that the field of aboriginal studies is underdeveloped in Canada, DIAND initiated a joint venture with the Social Sciences and Humanities Research Council designed to encourage research in areas of aboriginal governance and aboriginal economic development. This jointly funded research program focuses directly on enhancing cooperation among the First Nation community, the research community, government policy-makers and institutions of higher learning.

Additional funding could be provided to with the Social Sciences and Humanities Research Council of Canada for conducting field studies on developing community-based case studies on redefining the traditional dimensions of the emerging public sector and on examining the changing roles and responsibilities these bring on the Indian and Inuit Public Sector. The advantage of this option is that it would encourage academics to work with communities to assist in analyzing, for example, historical, and current inter-governmental relations for the development of their own public sector in light of traditions, values, conditions and aspirations specific to each community. This would raise the profile of community based research, bridge the gap between institution and communities and influence the development of culturally appropriate training materials. Funds totally approximately \$100K are required. A disadvantage is that the funding it requires would have to be made available within existing departmental reserves as no funds are available within the Band Support and Capital Management Branch budgets.

These funds would be available to First Nations researchers on an application basis subject to the review and recommendation of a multi-disciplinary committee of experts in native studies.

Encouraging Community-based Research and Development

QUESTIONS FOR DISCUSSION:

1. What is the best model for sponsoring research in this area:
 - . Centre for Research and Development?
 - . Research and development program administered by INAC with the assistance of an advisory committee?
 - . Research grants to existing Indian management training centres?

2. What are the priority areas for research in this area at the present time ?

3. How can we best disseminate the results of research and development projects to Indian managers, Chiefs and Councils and communities across the country?

4. Are grants for innovative management projects at the community level an effective approach to encouraging creativity and experimentation in this area?

Establishing Staff Development Opportunities

o Banff School of Advanced Management

Most First Nations program managers require a post-secondary education as demonstrated in the Egeriex assignment. Given the critical importance of certified training to future Indian management capacity, an approach would be to continue to support the development of new or improved Indian management development programs at the post-secondary level as well as measures designed to increase the accessibility of Indian people to advanced executive development programs.

It is recognized that the primary responsibility for this activity rests with universities and colleges themselves and with the Post-Secondary Education Directorate of DIAND.

The Banff School of Advanced Management (BSAM) is Western Canada's oldest advanced management institution. BSAM is a unique consortium of the management faculties of leading Canadian universities. This institution provides executives with a broadened perspective on national and international developments and the intellectual tools to deal with global economic, political, technological and social changes. Emphasis is placed on enhancing the participants capacities to be better analysts, problem solvers and decision makers. Because of the reputation of the Schools and it's national recognition in the field of advanced management DIAND has sponsored during the past two years, a Scholarship Program for 8 outstanding native participants. These participants have benefitted from the opportunity of exchanging experiences, of networking and of testing ideas and views with executives from varied backgrounds.

Establishing Staff Development Opportunities

This program is beginning to attract the interest of the First Nation communities across Canada. One idea is to continue DIAND financial support for the attendance of First Nation who demonstrate potential for promotion to more senior positions in their organization. This would cost approximately \$50K per year for the sponsorship of up to four individuals. Selection to be at the Deputy Minister level based on nominations from native women associations, national/regional native associations, institutions of higher learning and other native groups. A similar arrangement could be made with l'Ecole Nationale de l'administration Publique for First Nations participants wanting to take this type of development in french.

The Ecole offers a similar senior management development program in Quebec for French-speaking candidates.

Establishing Staff Development Opportunities

o **Orientation Courses for Senior Managers**

The Management Development Group of the Canadian Centre for Management Development (CCMD) offers courses to help managers increase their knowledge and understanding of managing in the public sector. These courses are designed for members of the management category (SM's, EX's), and provide an overview of the issues and factors related to the management of the public sector. They offer a context in which participants view the operations of government and the public sector and examine the economic and social environment, international affairs, the Charter of Rights and Freedoms, as well as topics directly related to the management of government such as priority setting and resource allocation, financial management, communications policy, and the relationships of government with interest groups, labour and business.

The CCMD also offers developmental courses to middle managers who demonstrate potential for senior management positions. Participants learn the fundamentals of senior public sector management.

To date very few Indian participants have had the opportunity of pursuing these studies.

Negotiations would be undertaken with the Canadian Centre for Management Development to provide accessibility of First Nations candidates to these programs.

Each Regional Director General is to sponsor 1 candidate per annum as a recognition of his commitment to the success of the Indian/Inuit public sector. This will cost approximately \$50,000 per annum for 10 candidates.

Establishing Staff Development Opportunities

o Reciprocal Work Sharing Experience

The Steering Committee emphasizes that the process of developing an effective, culturally appropriate management capacity at the community level is a long term continuous process of development. The committee saw this process of development evolving from a number of strategies involving essential elements of joint participation, awareness and commitment. One idea to initiate an active collegiate interaction for development is to establish a policy framework for the temporary assignment of departmental employees to the Indian and Inuit public sector as well as the temporary assignment of band employees to DIAND. This requires an adaptation of the current Interchange Canada program for allowing assignments below the SM minus 2 level and minor revisions to the existing Leave Without Pay Policy. Preliminary discussions with the Public Service Commission and Treasury Board are encouraging. There is no incremental cost associated with this option as each employer would continue to pay their respective employee. The advantage of this option is that it provides managers with flexibility to react quickly and easily to opportunities, subject of course to managerial discretion and operational requirements.

Establishing Staff Development Opportunities

QUESTIONS FOR DISCUSSION:

1. How important is accredited, post-secondary management education to the future capacity of the First Nation public sector?
2. Should on-reserve training opportunities be developed for band management staff presently employed by bands and tribal councils?
3. What are the critical concepts that should be taught within Indian management education courses at the present time?
4. Which regions and/or tribal councils are currently underserved by Indian management education and training courses? Which courses or programs of study are required?
5. What processes should be established for nomination to be brought forward to the Deputy Minister and the Regional Director Generals for the sponsoring of participants for executive development?
6. What role should First Nation play?

Supporting Indian Public Sector Development

o Maintaining Regional Capacity for Remedial Action

To strengthen support for First Nation needing remedial action, we propose to combine the programs of Indian/Inuit Management Development Program and Comprehensive Community Based Planning. This blocks the current funds available for I/IMD (\$3,022) and CCBP (\$3,965) and provides \$7.0M nationally. At the discretion of the RDG, priority would be given to assist bands experiencing serious financial/management difficulties and to assist in alleviating conditions that may hinder a community's entry into AFA or self-government. It also provides RDGs with increased flexibility to react in situations requiring remedial action and to maintain their current levels of band management development activities. First Nations would continue to have access to regional developmental funds.

Supporting Indian Public Sector Development

o Developing Management Assessment Framework

Providing support to First Nations to assist them to more effectively assess the professional development needs of their staff, the organizational development needs with their public sector organization and the training and development needs within their communities. This support could take the form of preparing "how to" manuals on training needs identification processes and self-assessment tools, and of regionally sponsored seminars and workshops for inter-band exchanges of skills inventories and methods to facilitate the recruitment of individuals. A sample of a needs assessment framework has been developed based on the findings extrapolated from the literature reviewed and is ready to be distributed to interested First Nation communities. This is a very low cost option well within reach of all departmental regional offices and provide advisable form of support to First Nations.

GENERAL QUESTIONS REGARDING THE CHALLENGE:

- . How should the total amount of federal funds for Indian public sector development be allocated?
- . What elements of the proposed strategy best strengthen Indian control of the developmental process?
- . Is the role envisioned for bands too extensive? Too limited? What resources and supports will First Nations need to carry out their responsibilities in regard to the continued development of their public sector?
- . What is the best role for INAC to play in regard to:
 - . supporting Indian control over Indian public sector development?
 - . maintenance of a residual role to assist bands experiencing financial or management difficulties?
- . What should be the roles and responsibilities of each of the following:
 - . DIAND
 - . Bands
 - . tribal councils
 - . training institutions
 - . CEIC
- . What is the best approach to developing a sound partnership between First Nations and the government of Canada in regard to developing an effective Indian public sector?

ESTABLISHING AN AGENDA FOR ACTION

Regional Directors General will be asked to undertake these consultations with First Nations in a way they deem appropriate to do so using this Summary Report as a basis for consultation. Headquarters Band Support staff would act as extra-regional resources, at the discretion of the R.D.G.

CONCLUSION

The purpose of this study was to identify the nature and characteristics of the Indian public sector and to recommend possible approaches for future action that would allow First Nations to achieve an effective self-determined Indian public sector.

Several key findings were identified. The study found that the Indian public sector is in a state of transition. The relationship between First Nations and the government of Canada is changing as First Nations communities recapture control over their destinies. The present period of history is therefore a particularly critical one. Changes must be forthcoming from both the department and First Nations communities themselves.

Indian communities clearly have the strengths, competence, and the political vision to create highly responsive, politically accountable public services at the community level. In areas such as economic development and education, many bands have developed highly successful local processes and protocols, which reflect local community values and traditions as well as sound management practices. The central task of this study was to find ways to support this process of local self-determination in all areas of local community governance and management.

The study recommends several options to support this goal. Funding assistance to bands and tribal councils for locally initiated management training, funding for advisors at the tribal council level, and a program of Indian sponsored, community-based research and innovation are some of the key ideas suggested by the study.

The study also points toward the need for redefinition and reorganization at the departmental level. The highly conditional program-based focus of the past is clearly less appropriate in the current context. The initiative for development must shift to local communities themselves. The suggested role for INAC becomes one of supporting this process through flexible funding policies and through the formation of a new integrated approach to Indian management support at the senior management level.

CONCLUSION (Cont'd)

What does the study tell us about the establishment of new working relationships between the federal government and Indian First Nations? The study strongly endorses the need for a number of bi-lateral forums that will allow representatives from both Indian and federal governments to work together as equal partners in this endeavour. Program planning, delivery of training program and research and evaluation activities can be carried out cooperatively and equitably through a number of mechanisms such as regional coordinating committees, national planning forums and support for the development of culturally appropriate management training programs for First Nation managers within post-secondary training institutions.

It is hoped that the findings, issues and ideas raised in this study will result in a full and open discussion on the future of the Indian public service and on the development of approaches that will prepare Indian people for careers in their local band governments.

CONSULTATIVE PROCESS

The starting place for the Preparing for Careers study was the Deputies' Council for Change, established in early 1990 by the Department of Indian and Northern Affairs. The Council's objective was to develop a common understanding of the department's mission that all employees could share, and to develop concrete plans for shaping DIAND in the 1990s. The Council recognized the evolving relationship of Canada to Indian people, noting that "we are at the point where we are shifting... from a system in which the government did and paid for everything, to one where we're developing institutions of self-reliance".

Recent years have indeed seen the devolution to Indian and Inuit communities of service delivery in education, social development and health care, as well as community-level economic development initiatives such as the Canadian Aboriginal Economic Development Strategy. It is essential that these activities be administered and managed by Indian and Inuit people skilled in the principles of sound public administration. Sound management and professional development practices at the band and tribal council levels are a fundamental foundation of self-reliance.

To this end, DIAND developed guidelines for a study to identify the unique characteristics, composition, training and professional development requirements of the First Nation public sector, to assess in particular the developmental dimensions required of Indian bands as employers, and to formulate options designed to increase the effectiveness of current training and developmental programming in this area.

To ensure that the Department had access to both expert advice and fresh views, the decision was made to utilize the services of external consultants and advisors. Three consultants were hired under contract to undertake the following three background research projects:

- . *a definition of the Indian/Inuit public sector and an outline of its training requirements;*

APPENDIX A (cont'd)

- . a review and analysis of networks and mechanisms through which Indian and Inuit people access training opportunities and the development of a proposal for an improved framework;
- . a review of training needs assessments currently used in regions and the development of a self-assessment model that can be used at the band level.

In addition to these three external studies, a fourth study was completed internally within INAC. This study was a description of training opportunities for First Nations currently available within INAC and other federal, provincial and territorial departments, and of special training programs and courses directed specifically at them. Emphasis was placed on special programming aimed at First Nation communities as employers.

A Steering Committee was struck to provide overall direction and advice and to assist the consultants in the completion of their assignments. The Committee is composed of 11 members including community leaders knowledgeable about current needs in Indian and Inuit communities, educators who have expertise in adult training and Native studies as well as senior representatives of federal and provincial departments involved in training across Canada.

The final summary report was also prepared by an outside consultant in association with departmental officials.

In terms of outcomes, there are two major goals for the Preparing for Careers in Indian and Inuit Communities study process. The first is to assist bands in every way possible to take charge of the continued development of their public sector and the preparation of opportunities for careers within First Nations public sector for their community members.

The second major outcome is the development of an action plan for increasing the effectiveness of training and development programming in this area.

Upon completion, the draft summary report will be circulated to the regional offices of INAC, the Steering Committee and senior departmental officials. The final report will also be circulated to all First Nations across the country, for review, analysis and discussion.

APPENDIX A (cont'd)

All parties recognize the complexity of this issue and the challenges that the First Nations and their public sector face in the future. It is hoped that the Preparing for Careers in Indian and Inuit Communities study will initiate an open exchange of information and views that will serve to strengthen the public sector within First Nation communities.

APPENDIX B

PROFILES OF STEERING COMMITTEE MEMBERS

Ray Ahenakew - Executive Director, Meadow Lake Tribal Council

Ray Ahenakew has been extensively involved in Indian issues. He is a past President of the Saskatchewan Indian Institute of Technologies, and held the position of sports and recreation director for the Federation of Saskatchewan Indian Nations. Since 1984, he has been the Executive Director of the Meadow Lake Tribal Council.

Larry Catagas - Executive Director, West Region Tribal Council

Education issues have been Larry Catagas' main area of involvement. He has worked for DIAND as an education counsellor and for the Waterhen Band as its education coordinator. For the past two years, he has been the Executive Director of the West Region Tribal Council.

A.R. Dobell - President, Institute for Research on Public Policy

A.R. Dobell has held numerous senior positions in the field of public administration. Since 1977, he was a professor and a director with the School of Public Administration at the University of Victoria. He has been the President of the Institute for Research on Public Policy since 1984.

Dan Goodleaf - Assistant Secretary, Cabinet for Social Development

Dan Goodleaf has held a number of senior management positions within DIAND including Executive Assistant to the Deputy Minister and Regional Director-General of Saskatchewan. Previously he held the positions of Coordinator of the Native Youth Program and Director of the Native Citizens Branch with the Department of Secretary of State. He is presently the Assistant Secretary with the Cabinet for Social Development.

APPENDIX B (Cont'd)

Howard Green - Special Advisor, CEIC in Aboriginal Policies and Programs

Howard Green has a sound background experience in dealing with native educational issues. He was the Director of the Native Education Centre in B.C. and one of the founders and organizers for the Plains Indian Survival School. He recently became a special advisor with CEIC in Aboriginal Policies and Programs.

Max Gros-Louis - Grand chef de la Nation Huronne Wendat

Max Gros-Louis has been deeply involved in Indian issues for over 20 years. He is the founder of the Indian Association and the Confederation of Indians of Quebec and currently holds the position of "le Grand chef de la Nation Huronne Wendat" and the Director of the First Nations Assembly.

Leroy Littlebear - Chairman, Native American Studies at the University of Lethbridge

Leroy Littlebear has written and edited various works on aboriginal peoples in Canada. He is a lawyer and member of the Canadian Native Lawyers Association, and is consulted frequently on aboriginal matters. Presently, he is the chairman of Native American Studies at the University of Lethbridge.

Mike McIntosh - Assistant Deputy Minister, Department of Advanced Education and Training

Mike McIntosh has been extensively involved in employment development and assistance areas. He was formerly employed with CEIC as a Senior Project Officer of the Local Employment Assistance Program, and as a Regional Manager of the Employment Development Branch. For the past two years, he has been the Assistant Deputy Minister in the Department of Advanced Education and Training.

APPENDIX B (Cont'd)

Bill Montour - Chief, Six Nations of the Grand River Band

Bill Montour has been Chief for the Six Nations Council for six consecutive years. He is a prominent leader in education having also been involved with the Chiefs of Ontario, Indian and Northern Affairs Canada, the Assembly of First Nations, and the Mohawk College Board of Governors.

Bill Mussell - Manager, Sal'i'shan Institute

Bill Mussell has 15 years of experience in many areas of education and has held the positions of college instructor, consultant, volunteer, author, counsellor, and community and curriculum developer. He has been the Manager and Principal Educator of the Sal'i'shan Institute Society since 1988.

Stan Souch - President, Northern Alberta Institute of Technology

After teaching in the Edmonton public school system and serving as a vocational training counsellor for the Provincial Government, Stanley Souch became the first President of the Alberta Vocational Centre in Edmonton. For the past eleven years, he has been the President of the Northern Alberta Institute of Technology.

APPENDIX C

SUMMARIES OF CONSULTANTS' RESEARCH REPORTS

Assignment 1: A definition of, and training requirements for, the Indian public sector

This study was completed by Dr. Harold Breher of Egeriex Inc. in Quebec. The objective of the study was to develop a definition of the Indian/Inuit public sector and to identify its training requirements. Thirty-four band case studies were reviewed to analyse the characteristics of the Indian and Inuit public sector. A review of published and unpublished literature in this area and an analysis of court rulings on band administration topics was also undertaken. A number of major conclusions were reached during the study:

- . Within the Indian public sector, political and administrative levels tend to be intermingled to a much greater extent than other bureaucracies. In a majority of the cases reviewed, the Chief held or had previously held an administrative position within the band. The report theorizes that this situation results from the small size of most Indian communities and the limited human and financial resources available.
- . The band manager occupies the most important and complex position within the band public sector. The lack of available human and administrative resources forces the band manager to become a compensatory resource for many positions and functions. On average, band managers had been in their positions for five years.
- . The organizational structure of the Indian public sector tends to mirror the structure of existing government programs. The present character of the Indian public sector is to a significant extent defined by the highly conditional, program specific resources that are available. It is clear that this has tended to limit the independent growth and development of the Indian public sector.
- . A lack of skilled human resources in the area of management and administration is a critical factor in explaining the current structure of the Indian public sector.

APPENDIX C (Cont'd)

- . The most stable positions identified within the band administration were program managers in the areas of social development (7.4 years) and health services (7.7 years). These positions are more operational than strategic in their functions which tend to be defined by either federal or provincial government regulations and procedures.
- . Managers of economic development are relatively new positions within the band administration. Because this is an area where Indian First Nations can exercise more political autonomy than in other sectors, the economic development coordinator represents more of a political position than an administrative one. The study noted that in many cases this position was held by the Chief. Turning responsibility for this area over to private interests would threaten the balance of political and economic power within the community.
- . There are established fields of administrative activity common to all bands, although the organizational expression of these activities can vary greatly. Typical areas of responsibility include health, social services, education, economic development, public works, housing, police and fire protection, and recreation. Each area has a designated program manager or a group of volunteers acting as a supervisory body. Administration may be at the band or tribal council level or shared with the provincial and/or federal government.
- . Some sectors function quite independently of the Band Council and the band administration. They effectively function as autonomous programs.
- . Government regulations tend to be major factors in defining the job descriptions of the health, education, and social development directors, and of the functions of police services. The position of the social development director is one of the best integrated in the Indian public sector because of both its long history and essential role in Indian communities. The position of the health services coordinator is most often a nurse working for Medical Services Branch.

APPENDIX C (Cont'd)

- . The position of the housing coordinator shares many of the quasi-political characteristics of the economic development director. The position relates both to the limited availability of housing on most reserves and the importance of housing starts to the economic and employment prospects of the band.
- . The Indian public service is in a transitional state at the present time. Much of the organizational and functional nature of the IPS is driven by the regulatory requirements of INAC. On the other hand, the day-to-day requirements of running a band with limited human and fiscal resources have resulted in significant departures from the federal public service model. As a result, the bands' administrative structures are not exact mirror images of the federal structure. The highly political "local" definitions given to the housing and economic development portfolios, and the blurring of the lines between the political and administrative functions of many band staff and politicians, are evidence of the differences between the two public services.

Assignment 2: An examination and synopsis of band assessments in regions and the formulation of a process for Indian/Inuit communities to assess their training needs

The Centre for Aboriginal Management Education and Training of the University of Lethbridge prepared a report which reviewed the various training needs assessment processes currently being utilized by bands and tribal councils. The Centre also developed a self-administered instrument which can be used to assess the training needs of Indian and Inuit communities in Canada. Both the analysis of current assessment processes and the development of the assessment instrument emphasized the theme "Is your organization a healthy organization?"

The report examined four programs and activities that have been identified as having a component which may lead to the identification of training needs:

- . Indian/Inuit Management Development Program;
- . Alternative Funding Arrangements assessment process;
- . Program Reviews:
 - . Financial Audit Reviews;

APPENDIX C (Cont'd)

- . Operational Reviews;
- . Inter-departmental processes.

The report notes that "the assessment of training needs within any organization...should allow for the determination of priorities, the selection of training techniques, and the allocation of resources where they can do the most good. Analysis of needs leads to the planning of programs to be conducted. The selection of or the design of programs cannot be based on availability." (P. 37)

The following is a summary of the report's analysis of the strengths and limitations of each of the above training needs assessment processes:

Indian Management Development (Management Development Plans)

- . Strengths:
 - Leads to identification of management development priorities; comprehensive process.
- . Limitations:
 - Leads to indirect assessment of training needs; process is ad hoc, no formal format or structured guidelines;

Alternative Funding Arrangements

- . Strengths:
 - Utilizes a formalized structure that examines both managerial accountability and capacity; includes indirect assessment of training needs; relatively easy to use; perceived by Bands as a useful tool for assessing training needs.
- . Limitations:
 - Does not directly address training needs.

APPENDIX C (Cont'd)

Financial and Administrative Management Plans

- . Strengths:
Utilizes a formalized procedure; training needs are partially covered; produces data needed to assess training needs; perceived by Bands as a useful process.
- . Limitations:
Goal is to ensure solvency of Bands, not to assess management training needs; relatively complex and difficult process requiring considerable financial expertise.

Program Reviews

- . Strengths:
Focuses primarily upon organizational and operational factors; relevant process in assessing management training needs.
- . Limitations:
Indirect assessment tool in identifying managerial training needs of Indian public sector; informal, ad hoc assessment format may compromise the thorough analysis of overall training needs; the scope of the review is limited to specific managerial factors required to meet INAC standards; managerial training needs in other areas are excluded.

Inter-governmental Processes

- . Strengths:
Programs coordinated by federal and provincial/territorial governments directly address the training needs of communities.
- . Limitations:
The scope of these programs is usually limited to specific economic and employment concerns and often does not include managerial training.

APPENDIX C (Cont'd)

In summary, the major problem with all of the above assessment processes is that they do not focus directly on the assessment of training needs. All were explicitly designed for other purposes. Many use an informal, ad hoc assessment format that may compromise a thorough-going analysis of training needs. Some are too complex and broad in scope to focus on the specific skills of particular employees. Some are also overly focused on producing information that meets INAC's regulations or criteria.

However, on the positive side, each assessment process does touch on some aspect of management training needs, and as such, could be part of the process of assessing community training needs.

The report argues that assessing the training needs of any organization is an imprecise art, depending heavily on the subjective judgement of those involved in the process. There does not appear to be any accepted procedure or set of techniques that fits all circumstances and guarantees the desired results.

The report notes that in order to meet the needs of Indian communities, certain criteria must be met. In particular, the instrument must

- . be able to accept respondents with a wide range of education, interests, and abilities;
- . be capable of being self-administered with a user friendly administration manual;
- . be accurate and easy to extrapolate;
- . emphasis the goal of achieving a healthy organization.

A "healthy organization" is defined as one which is able to achieve expectations. The report argues that the self-examination process required to complete the assessment will force Indian communities to look in depth at their entire organizations, from their mission statement down to the specific skills required by each employee. It should result in greater personal ownership of the results.

APPENDIX C (Cont'd)

The report advocates a self-assessment instrument based on a variation of the McKinsey 7-S Framework. The self-evaluation process will produce a flow of information that will generate an identification of training needs and will compare these needs with the original goal statements of the organization. The levels of examination are illustrated by Chart 1 below.

"Goals" speak to the ongoing purpose and fundamental reason for the existence of the organization. These could be expressed either as broad statements of purpose or as more specific, results-oriented objectives.

"Structural divisions" refer to the organization of the functional tasks and job activities of the organization.

The "staff" category looks at the specific components of each job description and the capabilities of staff.

A "task" is defined as an identifiable, unique work assignment which is normally stipulated in a job description. These tasks need to be clearly identified so that a skill level for each task can be determined.

CHART I

SELF-ASSESSMENT PROCESS

Goals

Structural Divisions

Staff

Tasks

Skills

Training Needs

Goals

APPENDIX C (Cont'd)

Under the "skills" phase of the process, areas in which training is needed will be identified. Skill requirements identified in phase four of the process must be precise and represent actual, rather than desirable requirements.

The "training needs" phase of the process will involve a simple comparison of current skill levels with organizational needs. Any deficiencies identified through this process will be directed toward the organization and not the individual employee.

The final step in the process, the "goals" phase, allows the identified training needs to be related back to the original prioritized goal statements of the organization. Through this process, a prioritized list of training needs can be established.

The report notes that there are certain dangers in using this process. One is that it may result in reorganization rather than staff development. Also, it is emphasized that the process should be cooperative and participatory for all members of the organization, in an effort to build commitment to the goals of the organization. There must be a clear decision made to do the assessment and to establish a steering committee to carry out the project as well.

Assignment 3: A description and analysis of training access networks and mechanisms for the First Nation public sector

Progressive Planning Limited of Fredericton, New Brunswick prepared a report which

- . reviewed and critically assessed the networks and mechanisms established to facilitate the development and funding of training initiatives for the Indian public sector;
- . examined the formal and informal mechanisms established to encourage accessibility of the training initiatives by the target groups; and
- . provides a framework for improving access to the management training initiatives.

APPENDIX C (Cont'd)

Telephone interviews were held with 75 respondents, including officials from Indian and Northern Affairs Canada and other federal and provincial departments, universities and colleges, private training agencies, and Indian and Inuit communities.

The major findings of the research can be summarized as follows:

Federal Government Respondents

Identifying Training Needs:

- . Methods used by CEIC to determine training needs included consultations with tribal councils, committees and advisory boards. INAC utilized audit reports and consultations with tribal councils and Indian associations.
- . Committees or advisory boards have been established within three regions. However, although a number of government departments, notably CEIC, consulted them to determine management training needs, INAC regional offices, with the sole exception of Ontario, did not identify advisory boards and committees as a means of determining training needs.

Program Development and Program Delivery:

- . All federal respondents said that Indian groups were involved in the identification of their training needs and the development of training initiatives. A number of First Nations deal directly with community colleges and universities, with departmental input limited to the funding aspect.
- . Various problems were identified in developing training programs. These included a lack of funds, difficulty in catering to the diverse needs of bands, turnover of band staff and Council members, and inadequate/inappropriate program criteria.

APPENDIX C (Cont'd)

- . Solutions to these problems included keeping in close contact with bands, encouraging bands to get together to coordinate training opportunities, encouraging program development and delivery at the local community level, assisting bands with proposal development, supporting flexibility in departmental criteria and delivery, and transferring control to First Nations.

Effectiveness of Training:

- . In regard to the perceived effectiveness of training initiatives, most respondents felt that the training initiatives had not achieved their objectives. Reasons given included a lack of funds, the lack of follow-up, and the lack of long-term and accredited training.
- . The majority of respondents reported that evaluations of their training programs were conducted. Most used informal, follow-up surveys, and comments by participants.

Communication and Networking:

- . All respondents reported that they had established and maintained communication with other federal departments. Some reported a communication link with community colleges and universities and provincial departments. INAC was the most frequently identified contact. Although all regions have established extensive networks of contacts, these networks do not extend beyond their regional boundaries.
- . The Atlantic region has established a federal/provincial committee consisting of Indian, academic and business leaders. The committee focuses primarily on economic, rather than public sector training issues.
- . In fact, none of the regions have established a formal mechanism which specifically addresses the management training needs of the First Nations public sector. Coordination of activities relating to the development and implementation of training initiatives does not exist.
- . Contact and communication between federal departments was reported to be infrequent.

APPENDIX C (Cont'd)

- . The majority of federal government respondents were of the opinion that communication between First Nations and their departments was adequate.
- . Obstacles to effective communication included the fact that the relationship between First Nations and the federal departments has been poor in the past, the effects of limited resources, the geographic remoteness of many First Nations, high turnover of Band staff, and overly complicated program access criteria.
- . Informal networks existed in each region. However, contacts among departments were infrequent. Formal (committee) mechanisms encouraging interdepartmental cooperation and coordination were lacking except for the Atlantic, Alberta and N.W.T. regions.

Funding Issues:

- . Federal government respondents were divided equally on the issue of whether the level of funding had been an obstacle to the attainment of management training objectives. Of those who reported a lack of funding, the majority were INAC respondents. Of those who claimed that funding was not an obstacle, the majority were EIC and MSB/PSC respondents.
- . Lack of funds were identified in the areas of developing and implementing the training initiatives, communicating with Indian First Nations regarding training opportunities, and for evaluating training programs.

Indian Respondents

- . The majority of Indian respondents were not aware of any programs or training initiatives developed by federal departments in the area of management training. A majority were aware of management training initiatives by private training institutions, universities, and colleges.

APPENDIX C (Cont'd)

- . A slight majority of First Nations were consulted during the development of training initiatives by private training institutes, universities, and colleges. Consultation by federal departments, however, was minimal.
- . The major problems identified with the delivery of training programs included a lack of funding, and the fact that many courses do not fit community needs and attempt to convey too much information in too short a time. There was a perception that some courses were "quick fix solutions."
- . The majority of Indian respondents were of the opinion that the specific training initiatives were successful in meeting their training needs. The benefits of having a trained staff were noted.
- . Communication was generally seen as better between First Nations and universities and colleges than between First Nations and the federal or provincial government departments.
- . The working relationship between the First Nations and the federal departments was described as poor. Relations with private training agencies, universities, and colleges was described as very open and very good.
- . First Nations identified training needs in the areas of time management, planning, budgeting, and program development. Courses recommended for the Chief and Council included land government, policy development, inter-governmental relations, and management.
- . Recommendations to improve the effectiveness of training initiatives included:
 - . more Indian input and decision-making authority in the development and delivery of management training programs;
 - . open bilateral process of communication; and
 - . longer-term initiatives with follow-up and accreditation.

APPENDIX C (Cont'd)

Major Study Recommendations

Based on an analysis of the information obtained during the interview process, Progressive Planning Inc. prepared the following major study recommendations:

- . development of Native Learning Institutions;
- . cost-sharing of management training programs among funding agencies;
- . development of longer-term, accredited training;
- . inter-Band cooperation in the areas of program design, delivery and financing;
- . Indian involvement in the design, delivery, and evaluation of management training programs;
- . establishment of formal links among funding agents, bands, training institutions, and government departments who are involved in improving Indian management capacity. This action would include a working integration of the various program elements managed within INAC and among federal departments;
- . improved communication links and networks among bands, departments and institutions;
- . develop training opportunities for band councils in the areas of finance and long-term planning;
- . build upon the strengths of CEIC's new Aboriginal strategy "Pathways to Success";
- . make a deliberate effort to contact each band to help them determine management training needs.

Proposed Framework

In support of these specific recommendations, Progressive Planning has proposed a framework founded on the establishment of Indian Management Coordinating Agencies in each region of the country. These agencies could be either Native training institutions or private training agencies. Their role would be to:

APPENDIX C (Cont'd)

- . coordinate all Indian management training initiatives in each region;
- . conduct training needs analysis on behalf of bands;
- . make recommendations regarding funding allocations;
- . meet regularly with government departments and training institutions;
- . provide information to bands regarding training initiatives;
- . ensure the development of appropriate, culturally sensitive curriculum material.

The Agencies would be governed by a Board of Directors composed of representatives of bands and tribal councils from that region as well as representatives from federal departments such as INAC and CEIC. The agencies would have a small permanent staff to administer the activities listed above.

The Coordinating Agencies would be supported by training advisory committees at the national and regional levels which would provide guidance and support to the Coordinating Agencies and to INAC in its role in building the management capacity of the bands.

SUMMARIES OF RELEVANT DEPARTMENTAL STUDIES

Presented here is a brief overview of the four relevant departmental studies reviewed in the preparation of the consultant's research reports.

(i) Self-government Sector Training Report (INAC, September, 1988)

In 1988, INAC's study the Self-government Sector Training Report initiated a project to develop a comprehensive self-government training funding program. Through both research and consultative activities, the project reported a number of observations relevant to this study:

- . Most training serves to reinforce an external definition of community structures (i.e., the training is not supportive of indigenous or traditional governing systems);
- . The competing demands for the limited number of staff who have advanced skills in band management and administration is threatening the stability and development of Indian government organizations.
- . Some bands may feel to be in a position in which they have to demonstrate "readiness" to obtain various self-government or devolutionary funding, but, identifying training needs up front may appear to contradict the perception of readiness.
- . Most of the training available tends to be of an administrative nature with little or no focus on policy development or other issues pertaining to the development and stability of band governance.
- . The process of education for self-government is difficult to define, and is probably more process oriented than focused on a particular product or state.

APPENDIX D (Cont'd)

- . The underlying notion in this process is that the transition towards Indian self-government requires a real collaboration and sharing of power in the design of the whole endeavor, something which can not be pre-determined or even achieved using existing examples of relationships between Native peoples and the government of Canada.
- . The training process can be instrumental in putting self-government in a contemporary form, as defined by Indian peoples.
- . Self-government training activities need to be community-driven, defined and based. The validity of indigenous knowledge systems needs to be recognized.

(ii) Analysis of Indian and Inuit Training and Employment Needs and Programs Study (The Working Margins Consulting Group and McKay Finnigan and Associates, June, 1988)

This study was initiated for the Economic Development and Indian sectors of DIAND in response to several concerns. These included the growing number of "employable" welfare recipients, the need for coordination among internal INAC program sectors concerned with training, employment, education, and social assistance, and between INAC and CEIC, and concerns expressed by Indian communities that current training programs are overly complex and inappropriately restrictive. Sixteen Indian and Inuit communities were studied. The following observations were taken into consideration:

- . Indian and Inuit communities are experiencing an acute labour market imbalance: they require increasingly more managerial and administrative expertise, but do not have a readily available expertise base within their communities from which the people with the required skills can be hired.
- . In attempting to address this situation, the communities have both internal and external problems. Internally, they often lack the resources to effectively assess their organizational and staff development needs and to plan projects, prepare proposals, monitor and deliver programs.

APPENDIX D (Cont'd)

- . Externally, they are hampered by CEIC programs which, to some degree, have not been appropriately designed for their needs, because of a lack of mechanisms for their participation in advisory, planning, and coordinating roles, and because of a lack of longer-term commitments by funding agencies to training plans and budgets for the communities.
- . The political environment within and without the communities also works against effective planning. There is constant internal pressure to provide work opportunities for a largely unemployed labour force and to do so in a politically appropriate manner. Training programs are often seen primarily in this light rather than as a means to achieving developmental goals.
- . Indian communities have successfully accessed a substantial amount of training. Most proposals submitted to funders were successful. Training programs have been successful in training people, with the majority obtaining subsequent employment or taking additional training.
- . Various approaches aimed at the coordination of Indian and Inuit training activities have been established across the country. The success of these approaches suggests that better defined approaches to coordinating training program delivery and to involving Indian and Inuit people in the process are desirable.

APPENDIX D (Cont'd)

(iii) Evaluation of Management Training for Band Leaders and Managers (1989)

This study provided an evaluation of the departmental management training activities. It provided up-to-date information on the Indian and Inuit Management Development program's effectiveness and identified areas for improvements in the general delivery of the program. It also examined the program's contribution in assessing bands seeking greater flexibility and authority for managing their affairs. The following observations were taken into consideration for the Preparing for Careers in Indian and Inuit Communities study:

- The evaluation found that the objectives of the Indian Management Development Program are still valid, given the emerging interest of Bands in entering into the AFA, Self-government and/or Flexible Transfer Payments programs, and the increase in management responsibilities being devolved to Bands. There is a need to redefine what constitutes management development and to focus more on the development of Bands' systems and procedures and the establishment of organizational functions.

- The evaluation found that the Indian Management Development Program managers have no formal assessment mechanism to measure the management capacity of Bands that submit proposals or to assist them in allocating scarce resources in the most cost effective way. The evaluation recommends that assessments of requests for funds be linked to the results of a management assessment framework to be developed and used for all Bands. In addition, priority should be given to helping Bands interested in entering into AFA or other financial arrangements to correct deficiencies that prevent them from doing so. This would accelerate their entry into the AFA, Self-government and/or Flexible Transfer Payments programs.

APPENDIX D (Cont'd)

- The use of IMAP and CESO for the provision of advisory services should be continued. It is also suggested that consideration be given to extending the IMAP program to a year-round basis by hiring students participating in university co-operative education programs.
- The evaluation found little coordination among the different departmental and CEIC programs that deal with management and other forms of training. It is therefore recommended that co-ordinating committees be established at Headquarters and in the regions to reduce potential duplication of services and increase the return on the expenditures.
- The focus since 1986 on assisting, as a first priority, Bands with serious financial problems or in a deficit situation has, in many regions, considerably reduced the amount of funds available to meet other Bands' requests and hence fully achieved the objectives of the program.
- Given that many contribution agreements include a training component (e.g., self-government, social development, economic development), each with a different focus, co-ordination committees at H.Q. and in the regions should be established to reduce the potential for duplication and to get a better sense of the management capacity of the Bands.

(iv) The Indian Public Sector: Analysis of Existing Data and Discussion of Other Data Issues (QASR, July, 1990)

Quantitative Analysis and Socio-demographic Research (QASR) has conducted preliminary research on the current size and characteristics of the Indian Public Sector and has examined issues relevant to obtaining valid and reliable data on this subject. This project reported a number of observations relevant to this study:

- . Estimates obtained from DIAND's regional offices show that there are at least 16,000 people working in administration and service delivery for Indian bands and tribal councils. This represents an average of 24 positions for every band and tribal council.

APPENDIX D (Cont'd)

- . According to the 1986 census, some 21,200 people were employed in public administration on-reserve, 45 percent of the experienced labour force. Of these, 15,100 people were employed by local government services and elementary and secondary education, which roughly equates with band administration and service delivery. Another 6,100 were employed by other public administrations such as the federal and provincial governments. The vast majority of people employed by public administration on-reserve were registered Indians, 18,300 or 86 percent. Non-aboriginals held 11 percent of public administration positions while 3 percent of these employees were other aboriginals.
- . From discussions with department officials, it is evident that there is no consensus within DIAND on a conceptual framework for examining the Indian Public Sector, a definition of what populations are included in this sector, or the ultimate uses of data in this area. Decisions on the types of data required by the department cannot be made until these issues are examined.
- . The department first needs to come to a consensus on a model for and definition of the Indian Public Sector, and on data usage issues. The development of such a model must involve Indian governments and might be best carried out outside of the department.
- . Nonetheless, it appears at this time that the most clearly defined use of data on the Indian Public Sector involves the provision of training for band administrative employees. Also important are the uses of these data by both bands and DIAND with regards to economic development and by DIAND in its role as advocate for bands with other federal departments and provincial governments.

RECENT HISTORY OF THE IMD PROGRAM

The following is a brief review of the history of the current Indian Management Development program, including the evaluation of the program completed in 1990 and the policy framework document completed in 1989.

Between 1973 and 1983, departmental staff planned and delivered band administration courses directly to individual band officials under the Band Training Program. After an evaluation of the program in 1983, the program was renamed the Indian/Inuit Management Development Program (IMD). The IMD program was to "address the emerging priorities of Indian self-government" and included five program components aimed at meeting a wide range of Indian managerial requirements. These included:

- . providing financial assistance to post-secondary educational institutions for the development of Indian management courses and programs;
- . the provision of support to bands for the development of band management plans;
- . band training programs;
- . provision of advisory services through CESO and IMAP;
- . support for the establishment of Indian Management Training Institutes.

In 1986, with the integration of IMD into the Transfer Payments Management Directorate, IMD modified its strategy to focus on bands with serious financial or management problems, bands that wanted to enter into an Alternative Funding Arrangement (AFA), and on the development of band management plans and systems.

APPENDIX E (Cont'd)

In August, 1989, the Department completed a report entitled IMD: Toward a New Federal Policy and Approach. This report attempted to formulate a new, more strategic direction for IMD in recognition of the new context of the 1990s. In particular, the policy framework emphasized:

- . the use of strategic committee structures at the regional and national levels to ensure First Nations input as well as to improve coordination among client and funding groups;
- . the development of a management consulting capacity at the tribal council level;
- . a move toward more flexible access criteria, with less emphasis on bands with serious financial or management problems;
- . a more efficient and strategic use of the CESO Native Program by focusing more on public administration and less on business development;
- . a focus on supporting innovative management practices at the band level and encouraging new directions toward inter-band cooperation.

The Department's Evaluation Directorate completed an evaluation of the program in 1990 (Evaluation Report on Management Training for Band Managers, May 1990). Some of the findings and recommendations that are of particular relevance to the Preparing for Careers study, including the following:

- . given the continuing interests of bands to enter into AFA, ISG and/or FTP, and the increase in management responsibilities being devolved to bands, the objectives of the program are still valid;
- . program managers do not have any formal assessment mechanism to measure the management capacity of the bands. A management assessment framework should be developed and used by all bands and that requests for funds should be linked to the results of these assessments;

APPENDIX E (Cont'd)

- . interviews with bands indicated that 47% of bands who received training through the program utilized consultants as the source of training while 31% used Indian institutions and Universities/College. Bands prefer to use consultants and Native institutions to deliver training due to their greater level of understanding of the band environment.
- . there was not a clear understanding of what constitutes management development and what is relevant to the IMD program. The existence of the IMD program and its mandate were not well known.
- . although about 65% of all bands have received assistance to develop management plans, approximately 64% of the bands who received training funds did not identify their needs through a long-term management development plan.
- . the high turnover of band staff contributes to a lack of continuity and a loss of training benefits. For this reason, the evaluation concludes that a focus on the development of systems, procedures and organizational functions would contribute more to the overall band management capacity.
- . the level of coordination among the different groups within the Department, and between the department and CEIC, varies greatly from one region to another. Coordination committees at the headquarters and regional levels should be established to reduce the potential for duplication.

