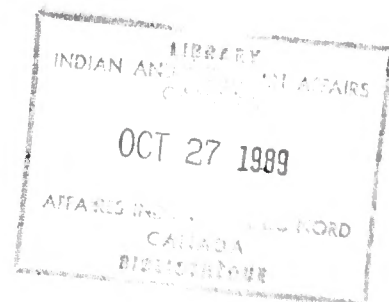




CANADIAN INSTITUTE FOR RESEARCH  
IN THE BEHAVIORAL AND SOCIAL SCIENCES



Evaluation Report

A STUDY OF THE OO-ZA-WE-KWUN CENTRE

Commissioned By

Program Evaluation Branch  
Indian and Inuit Affairs Program  
Department of Indian Affairs and Northern Development  
Policy Research and Evaluation Group  
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Ottawa Ontario

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### Abstract

The purpose of the study was to ascertain the merit of the Social Programs operated by the Oo-Za-We-Kwun Centre Incorporated. To accomplish this end, CIR used a conceptual approach that focussed upon four components of the overall system; rationale, design, operation and impact. The collection of documentary and opinion data was guided by these four components.

A descriptive survey approach incorporating eight study tasks was used to collect factual data from existing records and the opinions of informed persons. The research team reviewed published and unpublished documents, the Centre's files and financial statements and collected opinion data from 168 individuals including former trainees and Continuing Education participants, current trainees, program staff, industry staff, ancillary service personnel, and administrators and policy makers at various levels of the program. Semi-structured interview schedules were used to collect opinion data, while a simple scoring form and question format were used to collect factual data.

The general conclusion produced by the study was that the program has been of sufficient merit to warrant its continuation for at least another three to five years. It was found that the rationale for the program has considerable merit and that it is widely supported by many respondents; that the design of the program was adequate, but limited in its usefulness due to the failure to clearly define an implementation plan; and that problems in the operation of the program have prevented the full range of potential benefits from being realized. While there is promising evidence to indicate that the program has had beneficial effects on many of its participants, definitive conclusions about the value of the program cannot be made until the Centre has had an opportunity to resolve its operational problems. Future evaluations should attempt to document the success or failure of the program on the basis of experimentally derived performance indicators.

The study team has recommended that the Board of Directors, the Department of Indian Affairs and the Manitoba Indian Brotherhood publicly declare their strong support for the Oo-Za-We-Kwun program, and continuing belief in the desirability of implementing the defined goals and objectives of the Centre. Provided these groups can effectively work together, adequate financial support should be made available to enable the Centre to overcome its weaknesses and eventually realize the benefits that are possible from a program like Oo-Za-We-Kwun. If such cooperation is not forthcoming, the Centre's programs should be discontinued in its present form.

### Acknowledgements

Acknowledgements are due to a large number of people whose cooperation and assistance contributed to this study.

The authors wish to express sincere thanks and appreciation to the trainees, program staff, industrial personnel, ancillary staff personnel and executives at various levels of the program for their superb cooperation. The extensive time devoted by these people in preparing for personal interviews and in responding to questions has contributed significantly to the quality of the data obtained. Special thanks are due to the General Manager, Mr. Frank Price and his secretary, Mrs. Dora Irvine, for their help in facilitating contacts with Centre respondents. Special thanks are also due to Mr. Lawrence Whitehead, President of the Manitoba Indian Brotherhood and to his Executive Assistant, Joseyln Bruyere for their help in arranging interviews with members of the MIB. Without the help of all of these people, this study would not have been possible.

The authors are particularly appreciative of the fine cooperation extended by the Program Evaluation Branch, Policy Research and Evaluation Group. The capable assistance provided by Mr. Alan Gratias, Dr. Toru Uno, and Mr. Charlie Hill in facilitating our efforts to solve critical implementation problems has contributed significantly to the ease with which this project has been delivered.

To the members of the Steering Committee, particularly Messrs. Rufus Prince, Nathan McGillivray, Alan Pratt, Bert Luckhurst, Brian Gilbertson and Ed Skabar must go thanks for their cooperation.

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The Directors of the Canadian Institute for Research wish to express special thanks and appreciation to Ms. Roberta Driscoll for the capable manner in which this project has been directed.

This study was supported by funds administered by the Indian and Inuit Affairs Program, Department of Indian Affairs and Northern Development.

### Report Format

The report is organized into two sections. Section I, "Executive Summary", is a synthesis of the findings of the entire study. It presents the study's conclusions and recommendations. Section II, "A Report of the Findings of the Study", presents a comprehensive overview of results produced by an analysis of several data sources. Section II is presented in eight parts.

Persons with limited reading time are advised to begin with Section I, "Executive Summary". This section has been designed to present a summarized version which allows for a ready assessment bound separately to allow for wider dissemination of the major findings, conclusions, and recommendations. The amplified version of the report contains a detailed presentation of the findings resulting from document reviews, analysis of files, personal interviews and telephone interviews. Limited copies of the Final Report have been printed, although copies are available from the Canadian Institute for Research on a loan basis. Copies of the instruments used in the study have been filed with the Program Evaluation Branch, Policy Research and Evaluation Group.

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ALTHOUGH THE STUDY TEAM WAS IN FREQUENT CONTACT  
WITH THE STEERING COMMITTEE AND MEMBERS OF THE  
PROGRAM EVALUATION BRANCH, ALL OBSERVATIONS,  
CONCLUSIONS AND RECOMMENDATIONS EXPRESSED IN  
THIS REPORT ARE THOSE OF ITS AUTHORS.

## Section I

### INTRODUCTION

This report was prepared by the Canadian Institute for Research in response to a request by the Program Evaluation Branch, Policy Research and Evaluation Group, Department of Indian Affairs and Northern Development.

An abstract presenting the highlights of the evaluation is presented at the beginning of this volume. For those interested only in the results of the study, conclusions and recommendations are presented in this section. The complete report of study findings is presented in Section II. The reader is encouraged to read this section if time permits. We have presented, in addition to the usual prose, a variety of anecdotal accounts and verbatim quotations to communicate the views of the study respondents. While we have only concerned ourselves with the general pattern emerging from the total data, some views expressed by individuals are both interesting and useful.

The researchers acknowledge it is impossible to produce a report that will please everyone. It is our hope that this study, like most evaluation studies, will itself be evaluated. Like other studies, it has been done within the boundaries set by constraints beyond the control of the evaluators, and therefore is replete with ambiguities, inconsistencies, and unresolved issues. The validity of the findings of this study must be interpreted in the light of constraints that limited its quality.

## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The presentation that follows provides a priority list of the evaluators' recommendations that are matched to the appropriate study conclusions. The conclusions, listed on the left hand page, are statements related to the merit of the Oo-Za-We-Kwun Centre's rationale, design, operation and impact. The corresponding recommendations, listed on the right hand page, identify the judgement of the evaluators concerning necessary and desired improvements in the Oo-Za-We-Kwun social programs.

The priority order of the recommendations is based upon the urgency of remedial action at the level of the Board of Directors, Corporate Management, Social Program development and implementation, and Continuing Education development. It must be realized that such priorities reflect the judgement of the evaluators based upon the importance of the collected data. These judgements are subjective in nature and consequently, many of the recommendations must be considered of equal concern. The priority order should be considered a guide for action, rather than a definitive statement of the recommendation's importance.

Following each conclusion and recommendation is a number in parenthesis. These numbers enable the reader to refer to a more extensive statement of the study conclusions and recommendations that follow this summary. The amplified statement includes the supporting study findings for each conclusion, and the rationale for the recommendation. The first number refers to the component of the program addressed; that is, rationale (1), design (2), operation (3), and impact (4). The second number is a numerical listing of the statement within each component. By referring to these numbers the reader can identify the data source, in terms of the program component, and can quickly obtain additional information, if required.



## CONCLUSIONS

### Assessment of the Current Program Goals

There is general support among the respondents for the original goals established in the Price Report and implemented by the Centre. (1.04)

Although there is evidence that changes in the goals of the Centre have from time to time been considered desirable, often by Program Staff, there have been no successful attempts to substantially modify or change the goals of the Centre from the time of its inception. (1.05)

### Functional Instability at Oo-Za-We-Kwun

Current working relationships that exist among the Board of Directors, MIB and DIAND are creating a climate of instability at the Oo-Za-We-Kwun Centre. (3.39)

## RECOMMENDATIONS

1. THAT THE BOARD OF DIRECTORS, DIAND, AND THE MIB PUBLICLY DECLARE THEIR STRONG SUPPORT FOR THE OO-2A-WE-KWUN PROGRAMS AND CONTINUING BELIEF IN THE DESIRABILITY OF IMPLEMENTING THE DEFINED GOALS AND OBJECTIVES OF THE CENTRE. OTHERWISE, THE CENTRE SHOULD BE DISCONTINUED IN ITS PRESENT FORM. (1.06)
2. THAT EFFORTS CONTINUE TOWARD THE COORDINATION OF THE SERVICES OF GOVERNMENT AND PRIVATE INDUSTRY IN ORDER TO ADMINISTER TO THE NEEDS OF INDIAN PEOPLE. (1.07)
3. THAT THE INDIVIDUAL MEMBERS OF THE BOARD OF DIRECTORS REAFFIRM THEIR COMMITMENT TO THE FUNCTIONS AND ACTIVITIES OF THE BOARD. (3.40)
4. THAT REGULAR AND FREQUENT MEETINGS OF THE BOARD BE CALLED UNTIL THE PRESENT PROBLEMS PLAGUING THE CENTRE HAVE BEEN RESOLVED. (3.41)
5. THAT THE BOARD OF DIRECTORS TAKE ACTION TO ALLEVIATE THE CENTRE'S OPERATIONAL PROBLEMS WITH IMMEDIATE ATTENTION BEING DEVOTED TO THE FOLLOWING: (1) PROVIDING COMPREHENSIVE NEEDS ASSESSMENT AND PLANNING CAPABILITY AT THE CENTRE; (2) RESOLVING THE PROBLEM OF THE WORKING RELATIONSHIPS BETWEEN THE BOARD, THE DEPARTMENT OF INDIAN AFFAIRS AND THE MANITOBA INDIAN BROTHERHOOD; (3) REVIEWING THE PRESENT EXTENT AND UTILIZATION OF CAPITAL, FINANCIAL AND HUMAN RESOURCES AT THE CENTRE; (4) RESOLVING THE CURRENT FINANCIAL PROBLEMS OF THE CORPORATION; (5) HIRING A MANAGER OF EDUCATION TO DIRECT THE EDUCATIONAL PROGRAMS; (6) REDEFINING THE ROLES AND RESPONSIBILITIES OF THE PRESENT GENERAL MANAGER; AND (7) RENEGOTIATING CONTRACTUAL RELATIONSHIPS WITH DIAND TO FACILITATE PROGRAM IMPROVEMENT. (3.42)

CONCLUSIONS

Financial Instability at Oo-Za-We-Kwun

Current financial problems are creating a feeling of instability among the Administration Staff. (3.34)

The Role and Function of the Oo-Za-We-Kwun Board of Directors

Meetings of the Board of Directors are held less frequently now than in the past, due to the difficulty in establishing a quorum. This fact limits the effectiveness of the Board. (3.43)

RECOMMENDATIONS

6. THAT THE DEPARTMENT OF INDIAN AFFAIRS CONTINUE TO PROVIDE FINANCIAL SUPPORT TO THE CORPORATION PROVIDED THAT THE BOARD OF DIRECTORS TAKE ACTION TO RESOLVE THE PROBLEMS IN THE OPERATION OF THE CENTRE. (3.35)

7. THAT THE DEPARTMENT OF INDIAN AFFAIRS MAINTAIN ITS CURRENT LEVEL OF GRANT SUPPORT TO THE CORPORATION AND CONSIDER THE ADDITION OF EARMARKED OR INCENTIVE GRANTS TO OVERCOME PRESENT PROGRAM BUDGET INEQUITIES. (3.36)

8. THAT ALTERNATIVE FUNDING SOURCES BE SOUGHT TO COVER THE COSTS OF EXPANDED PROGRAM OFFERINGS. (3.37)

9. THAT STEPS BE TAKEN TO REDEPLOY EXISTING RESOURCES TO IMPROVE THE PROGRAM DEVELOPMENT CAPABILITIES OF THE CENTRE. (3.38)

10. THAT THE BOARD OF DIRECTORS TAKE ACTION THAT WILL ALLEVIATE THE CURRENT PROBLEM OF ESTABLISHING A QUORUM. (3.44)

11. THAT THE MIB AND DIAND TAKE ACTION TO FILL THE PRESENT VACANCY ON THE BOARD OF DIRECTORS. THIS AND FUTURE VACANCIES SHOULD BE FILLED USING CRITERIA SUCH AS THE FOLLOWING: (1) PROFESSIONAL KNOWLEDGE OF THE HELPING FIELDS; (2) PROFESSIONAL EXPERIENCE OF THE WORKING OF TRAINING AND/OR EDUCATIONAL INSTITUTIONS; (3) EXPERTISE IN EFFECTIVE CORPORATE MANAGEMENT AND PROCEDURES; (4) KNOWLEDGE OF AND EMPATHY FOR INDIAN PEOPLE; AND (5) MANAGEMENT RESPONSIBILITIES IN THE CENTRE'S INDUSTRIES. (3.45)

12. THAT THE BOARD OF DIRECTORS ESTABLISH AD-HOC COMMITTEES IN ORDER TO SIMULTANEOUSLY ADDRESS MATTERS REQUIRING IMMEDIATE ATTENTION. A BOARD MEMBER SHOULD BE APPOINTED AS CHAIRMAN OF EACH OF THE FOLLOWING COMMITTEES: (1) A FUNDING COMMITTEE; (2) AN EVALUATION AND QUALITY CONTROL COMMITTEE; (3) A CORPORATE STAFF SEARCH AND SELECTION COMMITTEE, AND (4) AN EDUCATIONAL DEVELOPMENT COMMITTEE. EACH COMMITTEE WOULD REPORT RECOMMENDATIONS FOR ACTION TO THE BOARD AS A WHOLE. (3.46)

## CONCLUSIONS

### The Role and Function of the Oo-Za-We-Kwun General Manager

A high degree of respect and praise for the accomplishments and business acumen of the General Manager was evident from persons at all levels of the Oo-Za-We-Kwun network. However, there is a need to complement the skills of the General Manager and redefine his role, to ensure more effective leadership in program areas. (3.27)

### Problems of Coordination Among Oo-Za-We-Kwun Components

A problem emergent from the management of the Centre is the lack of effective communication and coordination among internal Oo-Za-We-Kwun components. (3.31)

### The Lack of a Sense of Community at Oo-Za-We-Kwun

The Oo-Za-We-Kwun Centre has been unable to develop a sense of commitment and community responsibility among its residents. (3.12)

RECOMMENDATIONS

13. THAT TWO POSITIONS BE CREATED DEALING WITH TWO DISCRETE FUNCTIONAL AREAS OF THE CENTRE: OPERATIONS AND EDUCATION. (3.28)
14. THAT THE PRESENT GENERAL MANAGER CONTINUE TO FUNCTION AS MANAGER OF OPERATIONS. (3.29)
15. THAT AN EDUCATOR/EDUCATIONAL ADMINISTRATOR BE HIRED TO FUNCTION AS MANAGER OF EDUCATION PROGRAMS. (3.30)
16. THAT THE MANAGERS OF OPERATIONS AND EDUCATION INVOLVE STAFF IN DEVELOPING POLICIES TO GUIDE THE OPERATION OF THE CENTRE, SHARE DECISION-MAKING RESPONSIBILITY, IMPROVE THE QUALITY OF LEADERSHIP TO THE DEPARTMENTS/SECTIONS, DEMONSTRATE TRUST IN THE CAPABILITIES OF THEIR STAFF AND GIVE THE STAFF PROFESSIONAL STATUS. (3.32)
17. THAT THE MANAGERS OF OPERATIONS AND EDUCATION AND THE SECTION COORDINATORS/HEADS, MEET REGULARLY (AT LEAST TWICE A MONTH) TO STUDY, DEVELOP AND EVALUATE POLICIES TO GUIDE THE DAY-TO-DAY OPERATION OF THE CENTRE. (3.33)
18. THAT THE STRUCTURE AND FUNCTION OF AN ADVISORY GROUP BE DEFINED THAT WILL VOICE THE INTERESTS OF THE RESIDENTS AT THE BOARD LEVEL. (3.13)
19. THAT PUBLIC RELATIONS BETWEEN THE CENTRE AND SURROUNDING AREAS BE STRENGTHENED AND THAT OPPORTUNITIES BE PROVIDED TO ENCOURAGE THE ACTIVE PARTICIPATION OF INTERESTED PERSONS IN THE OPERATION OF THE CENTRE'S PROGRAMS. (3.14)

## CONCLUSIONS

### Evaluation Procedures Employed by the Centre

There has been no formalized in-house evaluation procedure implemented at the Centre, at either the program level, or the administrative level. (3.09)

### Assessing the Needs of Indian People

There is little evidence to indicate that serious efforts have been undertaken to systematically assess priorities among the needs of Indian people. (1.01)

The needs that are addressed by the Centre are assumed to have the highest priority. (1.02)

### Scope of the Client Constituency

The documents revealed that the Oo-Za-We-Kwun programs were designed to "further the interests and welfare of Indian people generally." There was no further definition of the intended scope of the client constituency. (2.10)

### Criteria for Selecting Trainees

Criteria for the selection of trainees have been defined by the Centre, but there is some question that the criteria do not identify Indian people most suited for Life Skills training. (3.15)

RECOMMENDATIONS

20. THAT THE OO-ZA-WE-KWUN CENTRE DEVELOP ITS OWN INTERNAL EVALUATION SYSTEM. THIS INTERNAL REVIEW CAPABILITY MUST BE PART OF A TOTAL DESIGN FOR IMPROVING THE PROGRAM, AND SHOULD INCLUDE A SYSTEMATIC APPROACH TO NEEDS ASSESSMENT, PROGRAM PLANNING, PROGRAM IMPLEMENTATION, TRAINEE SELECTION, AND FORMATIVE AND SUMMATIVE EVALUATION. (3.10)

21. STAFF FOR THIS SECTION MUST HAVE TRAINING AND EXPERIENCE IN PROGRAM DEVELOPMENT AND EVALUATION AND THEY MUST BE ALLOWED TO DEVOTE FULL-TIME TO THIS JOB. A PERSON OF EQUAL STATUS TO THE PRESENT SECTION/DEPARTMENT HEADS SHOULD BE APPOINTED TO DIRECT THIS SECTION. (3.11)

22. THAT A COMPREHENSIVE NEEDS ASSESSMENT AND PROGRAM PLANNING CAPABILITY BE IMPLEMENTED AT OO-ZA-WE-KWUN WHICH CAN RESPOND DIRECTLY TO THE NEEDS OF INDIAN PEOPLE AS EXPRESSED AT THE RESERVE LEVEL. THE CAPABILITY SHOULD ENSURE THAT ONGOING ASSESSMENT IS POSSIBLE. (1.03)

23. THAT THE UTILITY OF EXTENDING THE CLIENT BASE BEYOND THE PRESENT REGISTERED OR TREATY STATUS BE EXPLORED. HOWEVER, IT IS STRONGLY RECOMMENDED THAT THE PRIMARY FUNCTION OF THE CENTRE REMAIN THAT OF SERVING THE NEEDS AND INTERESTS OF THE CANADIAN INDIAN POPULATION. THERE SHOULD BE NO GEOGRAPHICAL RESTRICTIONS ON THE CLIENT POPULATION. (2.11)

24. THAT STANDARDIZED SELECTION CRITERIA FOR LIFE SKILL TRAINEES BE DEVELOPED AND VALIDATED. SUCH CRITERIA WOULD FACILITATE BOTH INITIAL SCREENING AND THEN SELECTION ACCORDING TO THE APPLICANT'S POTENTIAL TO BENEFIT FROM THE PROGRAM. (3.16)



## CONCLUSIONS

### Procedures for Selecting Social Program Trainees

Procedures used in the selection of trainees are inefficient in a period of fiscal restraint. (3.17)

### Need for More Effective Use of External Resources

The major fault of the Social Program is its inability to utilize potential external resources to provide future career options for post-Oo-Za-We-Kwun training. (3.06)

### Assessment of the Centre's Termination Procedures

A major problem with the Life Skills Program is its failure to prepare trainees for post-Oo-Za-We-Kwun training or career options. (3.03)

RECOMMENDATIONS

25. THAT THE SELECTION PROCEDURE OF TRAINEES FOR THE LIFE SKILLS PROGRAM BECOMES THE SOLE RESPONSIBILITY OF INTERVIEWERS. ONCE A TRAINEE IS ACCEPTED BY THE CENTRE, A ONE-WEEK ORIENTATION TO THE CENTRE PROVIDES THE OPPORTUNITY TO MEET AND BE ASSIGNED TO A LIFE SKILL COUNSELLOR. THE COUNSELLOR WOULD THEN BE RESPONSIBLE FOR GUIDING THE TRAINEE'S PROGRESS THROUGH THE OO-ZA-WE-KWUN EXPERIENCES. (3.18)

26. THAT DISCUSSIONS WITH OTHER EDUCATIONAL INSTITUTIONS CONTINUE TO BE CONDUCTED IN ORDER TO ESTABLISH EFFECTIVE LIAISON BETWEEN THE PROGRAMS OFFERED BY THE INSTITUTIONS AND THE CENTRE. (3.07)

27. THAT THE CENTRE ENSURE THAT THE FULL RANGE OF PROGRAM RESOURCES OF MANPOWER BE DIRECTLY AVAILABLE TO TRAINEES, PARTICULARLY IN LIGHT OF MANPOWER'S NEW NATIVE EMPLOYMENT POLICY. (3.08)

28. THAT THE PROGRAM STAFF EXPLORE CREATIVE ALTERNATIVES TO PREPARE THE TRAINEES FOR CAREER OR TRAINING OPTIONS, AND THAT THEY IMPLEMENT THESE ALTERNATIVES AT THE COMMENCEMENT OF THE SECOND YEAR OF A TRAINEE'S STAY AT THE CENTRE. (3.04)

29. THAT TRAINEES BE INFORMED OF A TWO-YEAR TRAINING EXPERIENCE AT OO-ZA-WE-KWUN THAT INCLUDES NOT ONLY LIFE SKILLS LAB TRAINING AND A JOB IN THE INDUSTRIES, BUT THE ALTERNATIVES AVAILABLE DURING THE SECOND YEAR TO PREPARE FOR A FUTURE CAREER OR TRAINING PATH. (3.05)

## CONCLUSIONS

### Assessment of the Need for Additional Program Offerings

There is generally strong agreement for the programs offered by Oo-Za-We-Kwun, but at the same time there is a general feeling that the scope of the programs should be extended. (2.03)

### General Support for the Centre Design

There is general agreement that the current program components including: Life Skills training, Continuing Education, Industrial Experience, and "Community Classroom" Experience provide adequate opportunities to implement the Oo-Za-We-Kwun goals. (2.01)

### General Assessment of the Centre Services

There is a major discrepancy among the opinions of current trainees, Centre personnel, Program Staff, Ancillary Staff, Industry personnel and former Life Skills trainees concerning their satisfaction with the Centre's services. (3.01)

### Impact of Life Skills Training on Trainees According to the Perceptions of Trainees, Program Staff, Ancillary Staff and Industry Personnel

LifeSkills trainees are considered successful if they overcome former problems and actively associate with the Centre's activities. Much of the Life Skill training success is viewed while the trainees are still at Oo-Za-We-Kwun. The long term effects have not been documented. (4.01)

RECOMMENDATIONS

30. THAT THE CENTRE IDENTIFY AND ESTABLISH LINKS WITH OTHER INSTITUTIONS (PARTICULARLY EDUCATIONAL INSTITUTIONS AND MANPOWER) TO ENSURE THAT ALTERNATIVE CAREER OPTIONS FOR OO-ZA-WE-KWUN TRAINEES ARE READILY AVAILABLE AND PROVIDED AS NEED DEMANDS. (2.04)

31. THAT MORE FLEXIBLE PROGRAMMING SEQUENCES BE INSTITUTED BY THE CENTRE SO THAT ACADEMIC EXPERIENCES ARE INTEGRATED WITH WORK EXPERIENCES, ACCORDING TO THE NEEDS OF INDIVIDUAL TRAINEES. (2.05)

32. THAT THE POTENTIAL FOR MORE DIVERSE ON-THE-JOB WORK EXPERIENCES IN THE SURROUNDING ENVIRONMENT BE EXPLORED TO MEET THE NEEDS OF TRAINEES WITH PARTICULAR INTERESTS OR APTITUDES. THE INDUSTRIES AT THE CENTRE SHOULD CONTINUE TO PROVIDE THE MAJOR SOURCE OF EMPLOYMENT. (2.06)

33. THAT THE CENTRE RETAIN THE CURRENT PROGRAM COMPONENTS INCLUDING LIFE SKILLS TRAINING, CONTINUING EDUCATION, INDUSTRIAL EXPERIENCE AND "COMMUNITY CLASSROOM" EXPERIENCES. HOWEVER, THE STATUS AND PRIORITY OF THE LIFE SKILLS COMPONENT IN RELATION TO OTHER PROGRAM OFFERINGS MUST BE DELINEATED. (2.02)

34. THAT THE CURRENT SERVICES AND PROGRAMS OFFERED BY OO-ZA-WE-KWUN CENTRE INCORPORATED CONTINUE TO BE OFFERED, PROVIDED THAT STEPS ARE TAKEN TO RECTIFY EXISTING OPERATIONAL PROBLEMS. (3.02)

35. THAT THE LIFE SKILLS LAB TRAINING PROGRAM BE CONTINUED. THE INITIAL LAB EXPERIENCE SHOULD BE EXTENDED TO AT LEAST EIGHT WEEKS TO ENSURE THAT BUDGETTING, HOME MANAGEMENT, THE DEVELOPMENT OF SOCIAL CONTACTS, AND A THOROUGH ORIENTATION TO THE INDUSTRY EXPERIENCE IS PROVIDED. (4.02)

## CONCLUSIONS

### Impact of Life Skill Training on Work Habits and Education Interests

Employment at the Centre provides minimal impact on trainee work patterns and habits, although there is evidence to suggest that the experience is beneficial in encouraging future training. (4.03)

### Contribution of Industries to the Centre's Design

The purpose of the industries is to provide an opportunity for individuals to be gainfully employed while living at the Centre, so they can participate in Life Skills training and have an opportunity to apply their learned skills. (2.07)

It is not the intention of the industries to provide skill training to trainees, except as required to adequately perform jobs on the production line. (2.08)

### Problems in Staffing: Life Skills Staff

The inability of the Centre to attract and retain highly skilled professional people has contributed extensively to the inability of the Centre to implement successful programs. (3.21)

Demands upon Life Skill Coaches for the delivery of the Oo-Za-We-Kwun Social Programs appear excessive. (3.22)

### Problems in Staffing: Continuing Education Staff

Problems evident in the staffing of Life Skills Programs are not applicable to Continuing Education staff. The present staff have adequate academic or experiential training to fulfill their role as instructors in the Department's courses. (3.25)

RECOMMENDATIONS

36. THAT THE INDUSTRIES CONTINUE TO OFFER EMPLOYMENT TO THE LIFE SKILLS TRAINEES, BUT THAT THE BOARD SEEK ADDITIONAL INDUSTRIES THAT COULD PROVIDE A BROAD RANGE OF WORK OPPORTUNITIES. (4.04)

37. THAT THE INDUSTRIES AND PROGRAM STAFF PLAN AND IMPLEMENT ADDITIONAL WAYS IN WHICH THEY CAN WORK TOGETHER FOR EACH OTHER'S BENEFIT. (2.09)

38. THAT THE JOB DESCRIPTION OF SOCIAL PROGRAM STAFF BE REVIEWED AND DELIMITED. THE ALLOCATION OF PRESENT STAFF SHOULD ENSURE THAT: THE PARTICULAR EXPERTISE OF EACH STAFF MEMBER IS UTILIZED; THE EFFECTIVENESS OF THEIR INTERACTIONS WITH TRAINEES IS IMPROVED; AND MUCH OF THE DUPLICATED EFFORT IN STAFF ROLES AND RESPONSIBILITIES IS ELIMINATED. SUCH MEASURES ARE ALSO NEEDED TO HELP COUNTER THE HIGH TURNOVER OF SOCIAL PROGRAM STAFF. (3.24)

39. THAT THE STAFF SELECTION AND ASSIGNMENT PROCEDURES CURRENTLY EMPLOYED IN THE CONTINUING EDUCATION DEPARTMENT CONTINUE. (3.26)

## CONCLUSIONS

### Screening and Selection of Continuing Education Participants

Some problems are created in the delivery of the Continuing Education Department's courses because the staff are not responsible for the selection of prospective participants. (3.19)

### Impact of the Continuing Education Courses on Participants

The Continuing Education courses are highly regarded by both participants and program staff. The employment history of participants indicates that the courses are effective in providing the self-confidence and knowledge necessary for employment on the reserves. (4.05)

RECOMMENDATIONS

40. THAT INFORMATION REQUESTED ON BAND MANAGEMENT APPLICATION FORMS BE COLLECTED FOR ALL POTENTIAL COURSE PARTICIPANTS. THE CONTINUING EDUCATION STAFF MUST NEGOTIATE WITH FUNDING AGENCIES TO ENSURE THAT SUCH COLLECTED INFORMATION CAN BE ASSESSED BY THE STAFF. AN APPLICANT'S ACCEPTANCE INTO A COURSE WOULD BE DEPENDENT ON THE PARTICIPANT MEETING CLEARLY DEFINED MINIMUM STANDARDS. (3.20)

41. THAT THE BOARD CONTINUE TO SUPPORT AND EXPAND THE CONTINUING EDUCATION DEPARTMENT'S COURSE OFFERINGS. (4.06)



## CONCLUSIONS AND RECOMMENDATIONS

The purpose of this study was to evaluate the Oo-Za-We-Kwun Centre Social Programs. Eight general questions guided the study. These questions corresponded to the four program components which served as the primary points of focus; rationale, design, operation and impact.

1. Rationale
  - (a) What is the merit of the rationale that was chosen?
  - (b) What changes might improve the rationale?
2. Design
  - (a) What is the merit of the designs that were chosen?
  - (b) What changes might improve the designs?
3. Operation
  - (a) What are the strengths and weaknesses of the design under operating conditions?
  - (b) What changes might improve designs under operating conditions?
4. Impact
  - (a) What is the merit of the results produced by the program?
  - (b) Are the results of sufficient merit to warrant continuing the program?

This section presents the concluding statements relevant to each of the four program components. Following these four statements, conclusions drawn from the findings are listed with a summary of relevant findings selected from the Section II reports. Reference page numbers are also provided for easy reference to appropriate sections in the Section II reports.

The recommendations relevant to each conclusion are typed in italics and follow each statement of findings. In many instances a further rationale statement is included in order to specify the reason for suggesting the recommendation. In this way it is hoped that the reader will be able to identify the major issues uncovered by the study and follow the conclusions based on the findings through to the recommendations.

There has been no attempt to establish priorities in the order of presentation. The reader is referred to the summary of conclusions and recommendations preceeding this section, if priorities in the urgency of remedial action are of interest.

RATIONALE: THE RATIONALE, PHILOSOPHY AND GOALS AT THE OO-ZA-WE-KWUN CENTRE CORPORATION HAVE CONSIDERABLE MERIT AND ARE GENERALLY SUPPORTED BY ALL INTERESTED PARTIES.

Assessing the Needs of Indian People

1.01 THERE IS LITTLE EVIDENCE TO INDICATE THAT SERIOUS EFFORTS HAVE BEEN UNDERTAKEN TO SYSTEMATICALLY ASSESS PRIORITIES AMONG THE NEEDS OF INDIAN PEOPLE.

1.02 THE NEEDS THAT ARE ADDRESSED BY THE CENTRE ARE ASSUMED TO HAVE THE HIGHEST PRIORITY.

Initially, the Price Report implied that the needs of Indian people could be held to be relatively common knowledge among those acquainted with contemporary Indian culture. The report assumed that Indian people needed to learn to relate to an urban environment and then to acquire training and saleable employment skills in order to increase their sense of identity and participate in the national life. The Oo-Za-We-Kwun Centre Corporation was to serve the first of these needs only; to help Indian people to learn to relate to an urban environment.

Consequently, while the Life Skills Program does attempt to meet the training needs of a segment of the Indian population, it makes no attempt to meet the needs of others. Needs for saleable employment skills, academic upgrading, and vocational technical training are not addressed by the present programs of the Centre. The courses provided by the Continuing Education Department do address the reserve development needs of Indian people.

While it was not specifically an objective of this study to assess the needs of Indian people, there is sufficient ambiguity concerning the needs to warrant a review of the continuing need base for the Oo-Za-We-Kwun Centre's programs. A basic flaw in the present model appears to be the way in which the needs of the Indian people are made known to the funding agent and the Centre. While it is important for the Board of Directors to continue to listen to the needs of Indian people as voiced by the Chiefs and the Manitoba Indian Brotherhood, it is a mistake for them to rely only on these sources as the means of establishing goals for training programs.

References: pp. 60-64, 178-180, 226-227.

1.03 THAT A COMPREHENSIVE NEEDS ASSESSMENT AND PROGRAM PLANNING CAPABILITY BE IMPLEMENTED AT OO-ZA-WE-KWUN WHICH CAN RESPOND DIRECTLY TO THE NEEDS OF INDIAN PEOPLE AS EXPRESSED AT THE RESERVE LEVEL. THE CAPABILITY SHOULD ENSURE THAT ONGOING ASSESSMENT IS POSSIBLE.

The on-going assessment of changing Indian needs is an important component of program development. The failure of the Centre to provide a mechanism whereby the needs of Indian people at the reserve level are continually made known to the Centre's program staff, prevents the effective adaptation of the Centre's programs to possible changing priorities.

Assessment of the Current Program Goals

1.04 THERE IS GENERAL SUPPORT AMONG THE RESPONDENTS FOR THE ORIGINAL GOALS ESTABLISHED IN THE PRICE REPORT AND IMPLEMENTED BY THE CENTRE.

Interviewee responses of program staff, ancillary personnel at the Centre, and the policy/decision makers indicate considerable agreement for the Oo-Za-We-Kwun concept of an integrated community environment that provides an opportunity for coordinating the services of government and private industries in order to administer to the needs of Indian people. If there is dissatisfaction with current programs, it is because of the extent and utilization of the resources supporting the program, rather than with the concept itself.

1.05 ALTHOUGH THERE IS EVIDENCE THAT CHANGES IN THE GOALS OF THE CENTRE HAVE FROM TIME TO TIME BEEN CONSIDERED DESIRABLE, OFTEN BY PROGRAM STAFF, THERE HAVE BEEN NO SUCCESSFUL ATTEMPTS TO SUBSTANTIALLY MODIFY OR CHANGE THE GOALS OF THE CENTRE FROM THE TIME OF ITS INCEPTION.

There have been some attempts to change the goals of the Centre. However, the program staff reported that the General Manager has prevented implementation of these attempts, claiming the inviolability of the contract between the Centre and the government. Whether or not such changes were or are desirable cannot be determined from the present data sources.

References: pp. 68, 155, 166, 178-180, 226-227.

*1.06 THAT THE BOARD OF DIRECTORS, DIAND, AND THE MIB PUBLICLY DECLARE THEIR STRONG SUPPORT FOR THE OO-ZA-WE-KWUN PROGRAMS AND CONTINUING BELIEF IN THE DESIRABILITY OF IMPLEMENTING THE DEFINED GOALS AND OBJECTIVES OF THE CENTRE. OTHERWISE, THE CENTRE SHOULD BE DISCONTINUED.*

*1.07 THAT EFFORTS CONTINUE TOWARD THE COORDINATION OF THE SERVICES OF GOVERNMENT AND PRIVATE INDUSTRY IN ORDER TO ADMINISTER TO THE NEEDS OF INDIAN PEOPLE.*

While the study findings indicate strong agreement with the concept of Oo-Za-We-Kwun, there has been sufficient unrest in the previous twelve months to question the continued commitment of the involved parties to the continuation of the Centre. It

is essential that a public statement of continued support be made by the Board of Directors, DIAND and the MIB in order to allay fears of future unrest. If such a statement cannot be made the Centre should be discontinued.

DESIGN: THE DESIGN OF THE OO-ZA-WE-KWUN CENTRE CORPORATION CONSISTED OF A STATEMENT OF PROGRAM COMPONENTS AND THE SEQUENCE IN WHICH THOSE COMPONENTS SHOULD HAVE BEEN DEVELOPED. THE DOCUMENTS FAILED TO CLEARLY IDENTIFY THE SCOPE AND FUNCTION OF THE COMPONENTS, THE MEANS FOR COORDINATING THE VARIOUS PROGRAM COMPONENTS, THE INTENDED CLIENT CONSTITUENCY, OR THE DESIRED QUALIFICATIONS OF PROGRAM STAFF.

#### General Support for the Centre Design

2.01 THERE IS GENERAL AGREEMENT THAT THE CURRENT PROGRAM COMPONENTS INCLUDING: LIFE SKILLS TRAINING, CONTINUING EDUCATION, INDUSTRIAL EXPERIENCE, AND "COMMUNITY CLASSROOM" EXPERIENCE PROVIDE ADEQUATE OPPORTUNITIES TO IMPLEMENT THE OO-ZA-WE-KWUN GOALS.

It is felt by program staff, ancillary personnel and industrial staff, that the program components needed to adequately address the goals of Oo-Za-We-Kwun presently exist. Most respondents indicated that the programs offered at Oo-Za-We-Kwun form a unique unit and if they were offered independently in other locations, they would lose the advantages which could be provided by an integrated community environment.

The concept of the "integrated community," where each of the program components contributes directly to the central theme of life skills training, was very strongly supported by program staff respondents. Many felt that at present the components of the community exist but appear to operate in isolation from each other. There is a need for an improved central coordinating structure.

References: pp. 181-182, 226-230, 253-254.

2.02 *THAT THE CENTRE RETAIN THE CURRENT PROGRAM COMPONENTS INCLUDING LIFE SKILLS TRAINING, CONTINUING EDUCATION, INDUSTRIAL EXPERIENCE AND "COMMUNITY CLASSROOM" EXPERIENCES. HOWEVER, THE STATUS AND PRIORITY OF THE LIFE SKILLS COMPONENT IN RELATION TO OTHER PROGRAM OFFERINGS MUST BE DELINEATED.*

The "core" of the program at Oo-Za-We-Kwun is the Life Skills program. Other program components are important insofar as they either complement or supplement Life Skills learning experiences. The Continuing Education component should supplement

the Life Skills program by providing an opportunity for further education and growth after completion of the Life Skills program. The industrial experience and "community classroom" experiences should complement the Life Skills learning activities by affording participants the opportunity to apply life skill principles. In the day-to-day operation of the Centre, the importance of the Life Skills program must be kept paramount. The provision of life skills should remain the primary goal of the Centre for the next few years.

Assessment of the Need for Additional Program Offerings

2.03 THERE IS GENERALLY STRONG AGREEMENT FOR THE PROGRAMS OFFERED BY OO-ZA-WE-KWUN, BUT AT THE SAME TIME THERE IS A GENERAL FEELING THAT THE SCOPE OF THE PROGRAMS SHOULD BE EXTENDED.

Findings related to the need for additional programs at Oo-Za-We-Kwun are equivocal. Those programs that are desired are seen as an extension of the present Social Program mandate. For example, although more extensive on-the-job experiences are considered desirable, training for specific job skills at Oo-Za-We-Kwun is not. More extensive on-the-job opportunities should include a greater variety of industrial experiences, employment in Rivers' businesses, or in the surrounding agricultural community.

Further, while the emphasis should continue to be on the Life Skills program, the Continuing Education component should continue to be expanded to include programs that enhance the academic skills of trainees, as well as other participants. Such expansion would necessitate more flexible arrangements between the Centre, the industries, other educational institutions, and other training resources.

The strongest source of support for specific job skill training comes from former trainees and documented sources but not from current life skill trainees. Eleven former trainees stated that one of the reasons for going to the Centre was to learn a trade, although only two trainees indicated that they had been told they could learn a trade at the Centre. All trainees were aware of their obligation to take Life Skill training as the first step. It would appear that dissatisfaction with the Centre's programs is a reflection of the trainee's aspirations, rather than a failure of the Centre to inform trainees about the program. However, there appears an obvious need for the Centre to create more direct links with other agencies which could address the need for saleable employment skills.

References: pp. 70-71, 103-104, 134-136, 184-187, 231.

*2.04 THAT THE CENTRE IDENTIFY AND ESTABLISH LINKS WITH OTHER INSTITUTIONS (PARTICULARLY EDUCATIONAL INSTITUTIONS AND MANPOWER) TO ENSURE THAT ALTERNATIVE CAREER OPTIONS FOR OO-ZA-WE-KWUN TRAINEES ARE READILY AVAILABLE AND PROVIDED AS NEED DEMANDS.*

While there are many who favour continued growth and expansion of Oo-Za-We-Kwun into a vocational training centre, economic constraints make it inadvisable for it to move in that direction for at least the next three to five years. Priorities should remain with the Life Skills and Continuing Education courses. In the meantime, the Centre must improve and increase efforts towards liaison with other educational and training institutions. The Centre should initiate programs that permit the trainee to participate in training programs in Brandon while continuing to live and work at the Centre. Bussing trainees to Brandon is a much less costly venture than developing and implementing new programs.

*2.05 THAT MORE FLEXIBLE PROGRAMMING SEQUENCES BE INSTITUTED BY THE CENTRE SO THAT ACADEMIC EXPERIENCES ARE INTEGRATED WITH WORK EXPERIENCES, ACCORDING TO THE NEEDS OF INDIVIDUAL TRAINEES.*

It is widely recognized that academic training for its own sake is of little value in today's job market. Notwithstanding this, a certain level of basic "academic" skills is essential to function in our complex society. The Centre must initiate programs of adult education that impart essential basic skills. Flexible scheduling arrangements that enable trainees to attend part-time instructional sessions while still employed in the industries would be desirable.

*2.06 THAT THE POTENTIAL FOR MORE DIVERSE ON-THE-JOB WORK EXPERIENCES IN THE SURROUNDING ENVIRONMENT BE EXPLORED TO MEET THE NEEDS OF TRAINEES WITH PARTICULAR INTERESTS OR APTITUDES. THE INDUSTRIES AT THE CENTRE SHOULD CONTINUE TO PROVIDE THE MAJOR SOURCE OF EMPLOYMENT.*

Recognizing the need for on-the-job training also acknowledges the need for diversity in job experiences. The Centre should continue its efforts to attract industries that will provide a broad range of work opportunities. Meanwhile other available work opportunities in the area should be explored and made available if possible. Eventually, industrial growth at the Centre might reach a level where this is not necessary.



Contribution of Industries to the Centre's Design

2.07 THE PURPOSE OF THE INDUSTRIES IS TO PROVIDE AN OPPORTUNITY FOR INDIVIDUALS TO BE GAINFULLY EMPLOYED WHILE LIVING AT THE CENTRE SO THEY CAN PARTICIPATE IN LIFE SKILLS TRAINING AND HAVE AN OPPORTUNITY TO APPLY THEIR LEARNED SKILLS.

There have been accusations that the Industries "exploit" the trainee population by using them to obtain wage subsidies. All four industries allocate 25% of their jobs to Oo-Za-We-Kwun trainees. In two industries, the greater number of trainees have been at the Centre for more than six months. It is only during the initial six-month period that the industries obtain a wage subsidy for the trainees. Claims that this subsidy is the major reason for employing trainees would appear to be discounted by these data.

The analysis of the job classifications of employees in the industries indicated that the Indian people were over-represented in assembly line positions, under-represented among office and support staff, and not represented at all at the management or supervisory levels.

Industry personnel stated that if the Indian people show initiative and an aptitude for specialized tasks, they do have the opportunity to advance into positions that require these skills. The presence of Indian people in technical and lead hand/foreman positions indicates this is so.

The personnel also stated that, although some Indian people had been promoted to supervisory positions, they disliked the responsibility of directing other workers' behaviour and had been eventually replaced. The researchers found no evidence to suggest that unfair advancement policies or practices existed within any industry at the Centre.

2.08 IT IS NOT THE INTENTION OF THE INDUSTRIES TO PROVIDE SKILL TRAINING TO TRAINEES, EXCEPT AS REQUIRED TO ADEQUATELY PERFORM JOBS ON THE PRODUCTION LINE.

The industries at the Centre require primarily unskilled workers who can be shown the requirements of each task with minimal training. Even when some training opportunities are available, some previous experience with machinery of various kinds is required. The only contribution the industries can make to the Centre's trainees is the opportunity to develop desirable work habits and adaptability to different working situations.

Although the industrial personnel feel they understand the principles and objectives of the Centre, they have limited knowledge about its operation or impact. They appear sympathetic toward the intents of the programs and are willing to become involved in facilitating the activities of the Centre. Most of the industry respondents

had suggestions for increasing liaison between the industries and the Centre for a mutual improvement in both their services. As yet, very few attempts have been made to encourage direct liaison for reciprocal services at the program level.

References: pp. 76-77, 121-123, 223, 217, 232, 262-263, 273.

*2.09 THAT THE INDUSTRIES AND PROGRAM STAFF PLAN AND IMPLEMENT ADDITIONAL WAYS IN WHICH THEY CAN WORK TOGETHER FOR EACH OTHER'S BENEFIT.*

Areas for consideration should include issues like the following: more flexible scheduling of life skill training and industrial experience; a review of the placement procedures for allocating trainees to the industries; and a more meaningful orientation of trainees to the industrial experience.

#### Scope of the Client Constituency

2.10 THE DOCUMENTS REVEALED THAT THE OO-ZA-WE-KWUN PROGRAMS WERE DESIGNED TO "FURTHER THE INTERESTS AND WELFARE OF INDIAN PEOPLE GENERALLY." THERE WAS NO FURTHER DEFINITION OF THE INTENDED SCOPE OF THE CLIENT CONSTITUENCY.

Attempts to obtain funding for Oo-Za-We-Kwun programs have, in some instances, not been made due to restrictions in the intended client constituency. A clear definition of the Oo-Za-We-Kwun Life Skills trainee or Continuing Education participant could not be located in the documents.

Operationally, the most restrictive selection criteria for Life Skills trainees has been treaty or registered status. Geographically, trainees have been drawn from Saskatchewan and Ontario, as well as Manitoba reserves and Continuing Education participants have come from most provinces and territories in Canada.

There was some support from program staff, policy/decision makers and ancillary staff for broadening the client base, particularly for Life Skills trainees. It was felt that Metis and disadvantaged persons generally, could benefit from the Centre's programs.

References: pp. 68, 100, 107-109, 166, 211, 257.

*2.11 THAT THE UTILITY OF EXTENDING THE CLIENT BASE BEYOND THE PRESENT REGISTERED OR TREATY STATUS BE EXPLORED. HOWEVER, IT IS STRONGLY RECOMMENDED THAT THE PRIMARY FUNCTION OF THE CENTRE REMAIN THAT OF SERVING THE NEEDS AND INTERESTS OF THE CANADIAN INDIAN POPULATION. THERE SHOULD BE NO GEOGRAPHICAL RESTRICTIONS ON THE CLIENT POPULATION.*



The current use of Oo-Za-We-Kwun by a single user population, supported by a single funding source in a period of fiscal restraint, precludes the ultimate potential of a training facility like Oo-Za-We-Kwun from being realized. The Board should take steps to expand the scope of the user population in order to solicit multiple funding sources. In view of austerity measures currently invoked by the Department of Indian Affairs, it would appear that multiple use with priority being given to the needs of Indian people is the most viable solution to the Board's current financial problems.

OPERATION: WEAKNESS IN THE OPERATION OF THE PROGRAM REPRESENTS ONE OF THE MOST SERIOUS PROBLEMS UNCOVERED BY THIS STUDY. UNLESS STEPS ARE TAKEN TO IMPROVE THIS COMPONENT, THE ULTIMATE BENEFIT OF THE PROGRAM MAY NEVER BE REALIZED.

#### General Assessment of the Centre Services

3.01 THERE IS A MAJOR DISCREPANCY AMONG THE OPINIONS OF CURRENT TRAINEES, CENTRE PERSONNEL, PROGRAM STAFF, ANCILLARY STAFF, INDUSTRY PERSONNEL AND FORMER LIFE SKILL TRAINEES CONCERNING THEIR SATISFACTION WITH THE CENTRE'S SERVICES.

Most of the services are well-known to the program staff, ancillary staff and industrial personnel. The life skills lab training, life skill coaching, continuing education courses, recreation facilities, industrial experience and alcohol education officer are all highly regarded. Those services that are not considered as effective, for example, day care, site services and security, appear to be so because of the lack of commitment and involvement of the service in supporting the "community classroom" concept, or because seemingly minor improvements in maintenance, scope and operation of the services are not made when needed.

Many of the current trainees were still in Life Skills at the time of the interviews. Their experiences with other services at the Centre was a response to health problems, or recreational interests. Those trainees who had started their industrial experience realized its need as a financial support for themselves and the Centre, but could not cite examples of what they expected to learn at the industries.

Finally, former trainees are generally satisfied with the support services at the Centre but are less satisfied with the industrial experience, life skill training and life skill coaches. Either the purpose of the Centre is misunderstood by trainees and the services provided do not meet their expectations, or the training programs gradually lose significance as the trainee's interests turn elsewhere.

References: pp. 138-140, 188-189, 231-233, 267.

3.02 THAT THE CURRENT SERVICES AND PROGRAMS OFFERED BY OO-ZA-WE-KWUN CENTRE INCORPORATED CONTINUE TO BE OFFERED, PROVIDED THAT STEPS ARE TAKEN TO RECTIFY EXISTING OPERATIONAL PROBLEMS.

The Centre services are effective for providing some Indian people with a link between their present life styles and further opportunities for training. The implementation of the recommendations of this study could help to overcome the apparent disillusionment of trainees concerning the Life Skills training.

Assessment of the Centre's Termination Procedures

3.03 A MAJOR PROBLEM WITH THE LIFE SKILL PROGRAM IS ITS FAILURE TO PREPARE TRAINEES FOR POST-OO-ZA-WE-KWUN TRAINING OR CAREER OPTIONS.

Data relevant to termination procedures indicated that most of the staff appear to readily accept a trainee's decision to leave. The emphasis appears to be one of ensuring that the Centre's termination procedures are observed. When discussing termination procedures with the research staff, the program staff did not volunteer information concerning alternative termination options until asked, and it may be possible that the orientation to a trainee is similar. The speed with which termination arrangements are made (within three days), implies that alternative courses of action are given cursory emphasis by the program staff.

Information in the Oo-Za-We-Kwun files indicated that fifty per cent of the trainees left the Centre within six months. The high early termination rate may indicate the futility of staff attempts to facilitate the development of future goals, but it also suggests that the Life Skills program does not continue to prove challenging for trainees.

Those trainees who, in fact, "graduate" also appear to be given little assistance in selecting an alternate career path. While the staff appear to believe that it is desirable for graduates to make their own career choices, the options available to the trainees are not presented in any systematic fashion.

References: pp. 119, 240-241.

3.04 THAT THE PROGRAM STAFF EXPLORE CREATIVE ALTERNATIVES TO PREPARE THE TRAINEES FOR CAREER OR TRAINING OPTIONS, AND THAT THEY IMPLEMENT THESE ALTERNATIVES AT THE COMMENCEMENT OF THE SECOND YEAR OF A TRAINEE'S STAY AT THE CENTRE.

3.05 THAT TRAINEES BE INFORMED OF A TWO-YEAR TRAINING EXPERIENCE AT OO-ZA-WE-KWUN THAT INCLUDES NOT ONLY LIFE SKILLS LAB TRAINING AND A JOB IN THE INDUSTRIES BUT ALSO THE ALTERNATIVES AVAILABLE DURING THE SECOND YEAR TO PREPARE FOR A FUTURE CAREER OR TRAINING PATH.

Information presently given to trainees does not appear to specify the nature of the Life Skill training program. Not only should the content of the training be explained to trainees, but also the sequential nature of progressive steps where the trainee advances from Life Skills lab training to industrial experience with the assistance of the life skill coaches and an additional step, the preparation for post-Oo-Za-We-Kwun experiences. At the conclusion of the steps the trainee would obtain a certificate acknowledging successful completion of the training.

Need for More Effective Use of External Resources

3.06 THE MAJOR FAULT OF THE SOCIAL PROGRAM IS ITS INABILITY TO UTILIZE POTENTIAL EXTERNAL RESOURCES TO PROVIDE FUTURE CAREER OPTIONS FOR POST-OO-ZA-WE-KWUN TRAINING.

The services provided by the public health nurse, children's aid, unemployment insurance and health and social development were generally considered effective by program staff and trainees. However, the Manpower program is considered ineffective. It appears that the demands made by trainees on the program staff for career counselling, or assistance in exploring future employment options cannot be met by the staff, and yet, the Manpower programs presently available at the Centre also appear incapable of meeting the need. The Centre has been unable to effectively integrate the full complement of Manpower programs into the services provided directly at the Centre.

Similarly, the low frequency of use of external educational institutions indicates that effective liaison with these institutions is either non-existent or only applies to individual trainees. The trainees' discontent with the lack of trade skill development programs may be alleviated by increased liaison with these institutions.

Ancillary personnel were asked if they could provide additional services to trainees. In many instances they would like to provide additional services, but the Centre has not encouraged them to do so. The respondents noted that an unwillingness or inability of the Centre to respond to their suggestions, has limited the scope of services provided to trainees.

References: pp. 141-143, 184-187, 232-234.

3.07 *THAT DISCUSSIONS WITH OTHER EDUCATIONAL INSTITUTIONS CONTINUE TO BE CONDUCTED IN ORDER TO ESTABLISH EFFECTIVE LIAISON BETWEEN THE PROGRAMS OFFERED BY THE INSTITUTIONS AND THE CENTRE.*

3.08 *THAT THE CENTRE ENSURE THAT THE FULL RANGE OF PROGRAM RESOURCES OF MANPOWER BE DIRECTLY AVAILABLE TO TRAINEES, PARTICULARLY IN LIGHT OF MANPOWER'S NEW NATIVE EMPLOYMENT POLICY.*

While the Life Skills program represents the first necessary step towards a better quality of life for many people, it cannot be the only step taken. During the Life Skills program, the Centre must help the trainee establish personal and career goals and then facilitate their access to programs that provide the opportunity to accomplish these goals. Liaison with such programs must be operational at the program level. It is only among the instructional staff of Oo-Za-We-Kwun and other institutions that effective liaison can be established.

Evaluation Procedures Employed by the Centre

3.09 *THERE HAS BEEN NO FORMALIZED IN-HOUSE EVALUATION PROCEDURE IMPLEMENTED AT THE CENTRE, AT EITHER THE PROGRAM LEVEL OR THE ADMINISTRATIVE LEVEL.*

While the need for the Centre to develop its own system for internal evaluation and review was acknowledged by program staff, ancillary personnel and administrative staff, the Centre itself has not implemented a procedure to review and improve the Centre's programs. There appears to be a lack of understanding of evaluation and its purposes in terms of program development or modification.

Evaluation appears to be regarded as an accountability tool, which had in the past reflected negatively on staff efforts and which in the future could serve no useful purpose. Even the need for routine assessment of Life Skill training labs at a subjective level was generally not considered a desirable practice. Although one staff member mentioned that the Continuing Education Department attempted to assess the effectiveness of its courses, the lack of leadership in this area was apparent.

References: pp. 82, 218, 241-242, 257.

3.10 *THAT THE OO-ZA-WE-KWUN CENTRE DEVELOP ITS OWN INTERNAL EVALUATION SYSTEM. THIS INTERNAL REVIEW CAPABILITY MUST BE PART OF A TOTAL DESIGN FOR IMPROVING THE PROGRAM AND SHOULD INCLUDE A SYSTEMATIC APPROACH TO NEEDS ASSESSMENT, TRAINEE SELECTION, PROGRAM PLANNING, PROGRAM IMPLEMENTATION AND FORMATIVE AND SUMMATIVE EVALUATION.*

3.11 *STAFF FOR THIS SECTION MUST HAVE TRAINING AND EXPERIENCE IN PROGRAM DEVELOPMENT AND EVALUATION AND THEY MUST BE ALLOWED TO DEVOTE FULL TIME TO THIS JOB. A PERSON OF EQUAL STATUS TO THE PRESENT SECTION/DEPARTMENT HEADS SHOULD BE APPOINTED TO DIRECT THIS SECTION.*

Many of the improvements required in the delivery of the present program offerings require the systematic collection and analysis of data, both within and external to the Centre. In the past, this function has not received the necessary resource allocation to function effectively. The responsibilities of present staff prevent all but cursory efforts in this field. If the Centre is to continue beyond the next five years, systematic improvements in the program must be documented. The inclusion of evaluation funds in proposals requesting additional funds could help to offset the cost of developing this section.

The Lack of a Sense of Community at Oo-Za-We-Kwun

3.12 THE OO-ZA-WE-KWUN CENTRE HAS BEEN UNABLE TO DEVELOP A SENSE OF COMMITMENT AND COMMUNITY RESPONSIBILITY AMONG ITS RESIDENTS.

While the services of the community that are presently available are generally considered effective by the residents at Oo-Za-We-Kwun, there is no opportunity for residents to make a commitment to the Centre on a permanent basis, and the atmosphere at the Centre remains that of a "company town".

Indicators of the lack of a sense of community are prevalent throughout the report and include: the dependence of the Centre upon the businesses, schools and churches of Rivers; the inability of trainees and community members to encourage volunteer involvement in social activities; the loneliness faced by trainee wives; and the failure of the Centre to provide an opportunity for "municipal" responsibilities even in an advisory capacity.

References: pp. 141, 162-163, 209, 213, 234-238, 254, 272.

3.13 *THAT THE STRUCTURE AND FUNCTION OF AN ADVISORY GROUP BE DEFINED THAT WILL VOICE THE INTERESTS OF THE RESIDENTS AT THE BOARD LEVEL.*

3.14 *THAT PUBLIC RELATIONS BETWEEN THE CENTRE AND SURROUNDING AREAS BE STRENGTHENED AND THAT OPPORTUNITIES BE PROVIDED TO ENCOURAGE THE ACTIVE PARTICIPATION OF INTERESTED PERSONS IN THE OPERATION OF THE CENTRE'S PROGRAMS.*

The present organizational structure of Oo-Za-We-Kwun insulates the residents and trainees from decision-making processes at the Board level. There is a fear that upward communication is blocked in two ways. First, the community residents have no formal means of presenting to the General Manager their problems or concerns. Secondly, the General Manager passes along to the Board only what he feels the Board wants to hear. The result is ineffective communication from the "grass roots" level of the community

to the Board. This lack of effective communication to the level where decisions are made alienates residents and trainees and enhances the feeling of not belonging. Steps need to be taken to facilitate both upward and downward communication. It is felt that an advisory board consisting of representatives of the community, trainees and industry employees will facilitate the communication that is necessary.

Criteria for Selecting Social Program Trainees

3.15 CRITERIA FOR THE SELECTION OF TRAINEES HAVE BEEN DEFINED BY THE CENTRE, BUT THERE IS SOME QUESTION THAT THE CRITERIA DOES NOT IDENTIFY INDIAN PEOPLE MOST SUITED FOR LIFE SKILLS TRAINING.

Twelve criteria are used to help screen trainees for the Social Programs. From the file analysis it appears that the Oo-Za-We-Kwun Centre selects trainees who form a young, stable family unit. They have relatively few health problems, appear to have controlled drinking habits and a moderate law involvement history. At least a third of the trainees have completed a grade 10 education and have vocational training of some kind. Such selection would be expected from the use of the presently implemented criteria.

The fault of the selection process may be that the suitability, aptitude and interests of the trainees are not included in the selection criteria. Such criteria should be objectified and validated so that they can be applied by all interviewers. Currently, the attempt appears to be made by coaches, but it remains a purely subjective process dependent upon the individual impressions made on the coach.

3.16 *THAT STANDARDIZED SELECTION CRITERIA FOR LIFE SKILLS TRAINEES BE DEVELOPED AND VALIDATED. SUCH CRITERIA WOULD FACILITATE BOTH INITIAL SCREENING AND THEN SELECTION ACCORDING TO THE APPLICANT'S POTENTIAL TO BENEFIT FROM THE PROGRAM.*

Identification and selection of potential trainees who have a good chance of benefitting from the Oo-Za-We-Kwun experience depends upon the identification of valid selection criteria. From a needs assessment the characteristics of those trainees who would most benefit from life skill training could be determined. The success of the Life Skills program in responding to these identified needs could be assessed by the implemented use of the criteria. In this way, over time, the validity of the criteria could be identified. This function would be an important part of the internal evaluation section.



Procedures for Selecting Social Program Trainees

3.17 PROCEDURES USED IN THE SELECTION OF TRAINEES ARE INEFFICIENT IN A PERIOD OF FISCAL RESTRAINT.

A further problem with the selection process is the involvement of both interviewers and coaches. Data from program staff, current and former trainees indicates that most trainees hear of the Centre programs from friends and relatives and then apply directly to the Centre. Interviewers initially screen these applicants and then coaches interview the applicants to determine if they can establish a good working relationship. However desirable the intent may be, the process becomes duplicated; the coach's interviews are too short to be effective; the potential for discrepant information about the Centre increases; and the role of the coach is substantially burdened by the reserve interviews.

References: pp. 81, 111-114, 134-137, 237-239. 255.

*3.18 THAT THE SELECTION PROCEDURE OF TRAINEES FOR THE LIFE SKILLS PROGRAM BECOME THE SOLE RESPONSIBILITY OF INTERVIEWERS. ONCE A TRAINEE IS ACCEPTED BY THE CENTRE, A ONE-WEEK ORIENTATION TO THE CENTRE PROVIDES THE OPPORTUNITY TO MEET AND BE ASSIGNED TO A LIFE SKILLS COUNSELLOR. THE COUNSELLOR WOULD THEN BE RESPONSIBLE FOR GUIDING THE TRAINEE'S PROGRESS THROUGH THE OO-ZA-WE-KWUN EXPERIENCES.*

Procedures presently employed in the selection of trainees are an expensive component of the program. It is imperative that selection be expedited in a manner that efficiently uses the available staff. Duplicated travel costs appear to presently give minimal returns in terms of selecting "successful" Life Skills trainees.

Screening and Selection of Continuing Education Participants

3.19 SOME PROBLEMS ARE CREATED IN THE DELIVERY OF THE CONTINUING EDUCATION DEPARTMENT'S COURSES BECAUSE THE STAFF ARE NOT RESPONSIBLE FOR THE SELECTION OF PROSPECTIVE PARTICIPANTS.

Some funding agencies and Band Council members retain control over the selection of participants in the Continuing Education courses. When a strength of the Department's courses is their ability to apply principles of band management to the particular interests, needs and aptitudes of the participants, it is essential that program staff have prior knowledge about the applicants for each course. However, because a number of participants are told to come to the Centre for training or for repeat courses, and because some view the Centre as a break from the reserve and fail to complete the courses, the desirability of the present selection procedure must be questioned.

Finally, although the staff feel that the selection of participants should rest with them, rather than a funding agency or Band Council, there has been no formal

attempt to institute a selection procedure. Much of the required data is collected on application forms, but the standards for judgement have not been defined or implemented.

References: pp. 135-137, 240, 256.

3.20 *THAT INFORMATION REQUESTED ON BAND MANAGEMENT APPLICATION FORMS BE COLLECTED FOR ALL POTENTIAL COURSE PARTICIPANTS. THE CONTINUING EDUCATION STAFF MUST NEGOTIATE WITH FUNDING AGENCIES TO ENSURE THAT SUCH COLLECTED INFORMATION CAN BE ASSESSED BY THE STAFF, AN APPLICANT'S ACCEPTANCE INTO A COURSE WOULD BE DEPENDENT UPON THE PARTICIPANT MEETING CLEARLY DEFINED MINIMUM STANDARDS.*

Problems in Staffing: Life Skills Staff

3.21 THE INABILITY OF THE CENTRE TO ATTRACT AND RETAIN HIGHLY SKILLED PROFESSIONAL PEOPLE HAS CONTRIBUTED EXTENSIVELY TO THE INABILITY OF THE CENTRE TO IMPLEMENT SUCCESSFUL PROGRAMS.

The expectations of staff, in terms of the job description and the actual demands placed on them, had made working conditions intolerable for some previously employed professional staff. Although there have been forty-six program staff and three coordinators of Social Programs employed over the last six years, the number of staff at any one time has not exceeded twelve. The longer term employment of some of the present staff suggests some emerging stability.

3.22 DEMANDS UPON LIFE SKILLS COACHES FOR THE DELIVERY OF THE OO-ZA-WE-KWUN SOCIAL PROGRAMS APPEAR EXCESSIVE.

The coaches/counsellors' role includes an interview function, a Life Skills instructional function, counselling, information resource, a "friend" or social contact and facilitator of the trainee family's stay at Oo-Za-We-Kwun. The coaches' role requires that coaches teach a Life Skills lab and then maintain contact with the trainees in order to provide a continuation and extension of the Life Skills lab training. The demands made on the skill and time of Life Skills coaches to fulfill these various functions appear excessive and prevent efficient use of individual competence and expertise.

3.23 IMPROVEMENTS HAVE RECENTLY BEEN MADE IN THE SELECTION OF LIFE SKILLS STAFF.

A review of staff training and experience indicated that previous staff had minimal training, lacked maturity and had insufficient previous experience for the very demanding role that they played. Those staff who are still employed at the Centre come from higher academic backgrounds in educational or counselling fields. Such training appears to be a minimal requirement for successful staff.



In an attempt to improve the selection of life skill staff, a rigorous selection process was instituted by the Centre. This procedure was necessary because of the paucity of information regarding demonstrated expertise or academic training necessary in a life skill coach. Whether more objective selection criteria should be considered in the selection of staff is uncertain, although most recent employees had been subjected to the intensive interview process.

References: pp. 102, 115-117, 121-122, 253, 255.

3.24 *THAT THE JOB DESCRIPTION OF SOCIAL PROGRAM STAFF BE REVIEWED AND DELIMITED. THE ALLOCATION OF PRESENT STAFF SHOULD ENSURE THAT: THE PARTICULAR EXPERTISE OF EACH STAFF MEMBER IS UTILIZED; THE EFFECTIVENESS OF THEIR INTERACTIONS WITH TRAINEES IS IMPROVED; AND MUCH OF THE DUPLICATED EFFORT IN STAFF ROLES AND RESPONSIBILITIES IS ELIMINATED. SUCH MEASURES ARE ALSO NEEDED TO HELP COUNTER THE HIGH TURNOVER OF SOCIAL PROGRAM STAFF.*

#### Problems in Staffing: Continuing Education Staff

3.25 PROBLEMS EVIDENT IN THE STAFFING OF LIFE SKILL PROGRAMS ARE NOT APPLICABLE TO CONTINUING EDUCATION STAFF. THE PRESENT STAFF HAVE ADEQUATE ACADEMIC OR EXPERIENTIAL TRAINING TO FULFILL THEIR ROLE AS INSTRUCTORS IN THE DEPARTMENT'S COURSES.

Continuing Education staff were drawn from former specialized counsellors in the Social Programs Department or from former participants in the Department's courses. The nature of the courses requires a high degree of familiarity with the economic and political resources of reserves. The breadth of experience of some former trainees added a useful dimension of the qualifications of the Department's staff.

If the courses offered by the Department were to be significantly changed, or expanded in scope, additional staff would be essential.

References: pp. 117-118.

3.26 *THAT THE STAFF SELECTION AND ASSIGNMENT PROCEDURES CURRENTLY EMPLOYED IN THE CONTINUING EDUCATION DEPARTMENT CONTINUE.*

#### The Role and Function of the Oo-Za-We-Kwun General Manager

3.27 A HIGH DEGREE OF RESPECT AND PRAISE FOR THE ACCOMPLISHMENTS AND BUSINESS ACUMEN OF THE GENERAL MANAGER WAS EVIDENT FROM PERSONS AT ALL LEVELS OF THE OO-ZA-WE-KWUN NETWORK. HOWEVER, THERE IS A NEED TO COMPLEMENT THE SKILLS OF THE GENERAL MANAGER AND REDEFINE HIS ROLE TO ENSURE MORE EFFECTIVE LEADERSHIP IN PROGRAM AREAS.

Continued regular growth and expansion of the Centre from its inception to its present level necessitates redefinition of roles and responsibilities of management

personnel. While it is generally recognized that the present General Manager has done a good job of promoting and developing the business components of the Corporation, the size and complexity of the Centre makes it inadvisable to have one man function in two demanding roles. It is suggested that the present General Manager continued as manager of business operations. To relieve him of responsibilities in educational matters, it is suggested that another person be hired to function as a manager of the educational programs. Because both functions are discrete, it is suggested that both individuals be directly responsible to the Board for their respective roles and responsibilities.

References: pp. 158-159, 163-166, 210, 216, 254.

3.28 *THAT TWO POSITIONS BE CREATED DEALING WITH TWO DISCRETE FUNCTIONAL AREAS OF THE CENTRE: OPERATIONS AND EDUCATION.*

3.29 *THAT THE PRESENT GENERAL MANAGER CONTINUE TO FUNCTION AS MANAGER OF OPERATIONS.*

3.30 *THAT AN EDUCATOR/EDUCATIONAL ADMINISTRATOR BE HIRED TO FUNCTION AS MANAGER OF EDUCATION PROGRAMS.*

Problems of Coordination Among Oo-Za-We-Kwun Components

3.31 A PROBLEM EMERGENT FROM THE MANAGEMENT OF THE CENTRE IS THE LACK OF EFFECTIVE COMMUNICATION AND COORDINATION AMONG INTERNAL OO-ZA-WE-KWUN COMPONENTS.

There is a serious lack of communication between the administration of the Centre and the individual Centre components, and among the Oo-Za-We-Kwun components themselves. Collected data indicates that the leadership style of the General Manager has failed to involve people in group decision-making. The administration needs to organize some structure to provide advisory input into the administration to reflect the interests of the program staff.

References: pp. 160-161, 210, 217.

3.32 *THAT THE MANAGERS OF OPERATIONS AND EDUCATION INVOLVE STAFF IN DEVELOPING POLICIES TO GUIDE THE OPERATION OF THE CENTRE, SHARE DECISION-MAKING RESPONSIBILITY, IMPROVE THE QUALITY OF LEADERSHIP TO THE DEPARTMENTS/SECTIONS, DEMONSTRATE TRUST IN THE CAPABILITIES OF THEIR STAFF AND GIVE THE STAFF PROFESSIONAL STATUS.*

3.33 *THAT THE MANAGERS OF OPERATION AND EDUCATION AND THE SECTION COORDINATORS/ HEADS MEET REGULARLY (AT LEAST TWICE A MONTH) TO STUDY, DEVELOP AND EVALUATE POLICIES TO GUIDE THE DAY-TO-DAY OPERATION OF THE CENTRE.*

Financial Instability at Oo-Za-We-Kwun

3.34 CURRENT FINANCIAL PROBLEMS ARE CREATING A FEELING OF INSTABILITY AMONG THE ADMINISTRATION STAFF.

Because the annual government contribution towards the operation of the Centre has remained constant over the past three years (1975-1978) at approximately \$2 million, while inflation will have increased approximately 26% during the same period, the Corporation now faces a cumulative deficit of \$280,267.15 as at March 31, 1978. The deficit is in spite of attempts by the Centre to generate revenue from conference courses; the Continuing Education Department's courses; property rental; and the solicitation of funds for special purposes. Such activities have decreased the percentage of the Government's contribution to operating funds from 86.1% in 1971 to 68.3% in 1977.

Limited financial resources have placed constraints on program design and review in various ways and as a consequence, the Life Skills program has not been fully implemented. The allocation of funds at the Centre indicates that at least 40% of the entire budget is spent each year on the maintenance and operation of the buildings and grounds. Approximately 50% comprises salary and direct program costs. The inequity of this necessary allocation of funds is self-evident.

References: pp. 83-85, 277-286.

3.35 *THAT THE DEPARTMENT OF INDIAN AFFAIRS CONTINUE TO PROVIDE FINANCIAL SUPPORT TO THE CORPORATION PROVIDED THAT THE BOARD OF DIRECTORS TAKE ACTION TO RESOLVE THE PROBLEMS IN THE OPERATION OF THE CENTRE.*

It is suspected that the Department of Indian Affairs has been reluctant to support the Centre because of concerns about the ability of the Centre to provide value for funds supplied. If the Department of Indian Affairs is to continue to support the Centre, the Board must be prepared to stand accountable for those funds. They must be prepared to demonstrate that they are providing good value for money expended.

3.36 *THAT THE DEPARTMENT OF INDIAN AFFAIRS MAINTAIN ITS CURRENT LEVEL OF GRANT SUPPORT TO THE CORPORATION AND CONSIDER THE ADDITION OF EARMARKED OR INCENTIVE GRANTS TO OVERCOME PRESENT PROGRAM BUDGET INEQUITIES.*

If the Department of Indian Affairs provides additional grant support to the Centre it must not only be assured that those funds are being spent wisely, it must also be assured that those funds are targeted to those areas of the Centre's operation that will result in improved training programs for Indian people. It is therefore recommended

that additional funds be made available on a project basis. The onus should be on the Centre to assess needs, determine the priority need areas, set objectives to alleviate priority need areas, plan programs and submit proposals for funding. The Department should insist on an evaluation component in each such proposal received. Should the Department of Indian Affairs decide to make funds available on a project basis, it is imperative that the project terms be three to five years. This is essential to provide stability to the Centre and to facilitate long-range planning.

3.37 *THAT ALTERNATIVE FUNDING SOURCES BE SOUGHT TO COVER THE COSTS OF EXPANDED PROGRAM OFFERINGS.*

It is recognized that to some degree the present operational problems of the Centre stem from the tenuous and marginal financial supports that the Board has procured to run the Centre. While some attempts have been made to procure funds from the delivery of Oo-Za-We-Kwun developed programs and services, few attempts have been made to solicit support from other federal or provincial government departments. The Board must make more direct representations to such departments to help to relieve the current financial status of the Corporation.

3.38 *THAT STEPS BE TAKEN TO REDEPLOY EXISTING RESOURCES TO IMPROVE THE PROGRAM DEVELOPMENT CAPABILITIES OF THE CENTRE.*

The initial development of the Centre required that substantial resources be allocated to the attraction of viable industrial enterprises. The success of these industries is now, in some measure, an indication of the feasibility for industry to relocate at the Centre. Consequently, the resources currently used for economic development might be better directed towards facilitating the establishment of a strong educational component.

#### Functional Instability at Oo-Za-We-Kwun

3.39 *CURRENT WORKING RELATIONSHIPS THAT EXIST AMONG THE BOARD OF DIRECTORS, MIB AND DIAND ARE CREATING A CLIMATE OF INSTABILITY AT THE OO-ZA-WE-KWUN CENTRE.*

While there is evidence to indicate that the Board of Directors of the Oo-Za-We-Kwun Corporation, the Manitoba Indian Brotherhood and the Department of Indian Affairs and Northern Development have worked together successfully in the past, recently there has been a breakdown in their working relationships. This has created a climate of instability at the Centre. Similarly, uncertainty about the future control of the Centre is adding to this instability. The threat of a change in control is of deep concern to the staff and industry personnel.

References: pp. 160, 161-162, 272.

3.40 THAT THE INDIVIDUAL MEMBERS OF THE BOARD REAFFIRM THEIR COMMITMENT TO THE FUNCTIONS AND ACTIVITIES OF THE BOARD.

3.41 THAT REGULAR AND FREQUENT MEETINGS OF THE BOARD BE CALLED UNTIL THE PRESENT PROBLEMS PLAGUING THE CENTRE HAVE BEEN RESOLVED.

The legal basis for authority in the operation of the Centre is the Board of Directors. This Board stands accountable to the people of Canada for annual grants of nearly two million dollars. The people of Canada have a right to expect responsible action on the part of the Board of Directors. This study has not provided evidence of irresponsibility, but unless immediate action is taken to resolve the problems this study has revealed, the question of their commitment and competence is suspect.

3.42 THAT THE BOARD OF DIRECTORS TAKE ACTION TO ALLEVIATE THE CENTRE'S OPERATIONAL PROBLEMS WITH IMMEDIATE ATTENTION BEING DEVOTED TO THE FOLLOWING: (1) PROVIDING COMPREHENSIVE NEEDS ASSESSMENT AND PLANNING CAPABILITY AT THE CENTRE; (2) RESOLVING THE PROBLEM OF THE WORKING RELATIONSHIPS BETWEEN THE BOARD, THE DEPARTMENT OF INDIAN AFFAIRS AND THE MANITOBA INDIAN BROTHERHOOD; (3) REVIEWING THE PRESENT EXTENT AND UTILIZATION OF CAPITAL, FINANCIAL AND HUMAN RESOURCES AT THE CENTRE; (4) RESOLVING THE CURRENT FINANCIAL PROBLEMS OF THE CORPORATION; (5) HIRING A GENERAL MANAGER FOR THE EDUCATIONAL PROGRAMS; (6) REDEFINING THE ROLES AND RESPONSIBILITIES OF THE PRESENT GENERAL MANAGER; AND (7) RENEGOTIATING CONTRACTUAL RELATIONSHIPS WITH DIAND TO FACILITATE PROGRAM IMPROVEMENT.

#### The Role and Function of the Oo-Za-We-Kwun Board of Directors

3.43 MEETINGS OF THE BOARD OF DIRECTORS ARE HELD LESS FREQUENTLY NOW THAN IN THE PAST DUE TO THE DIFFICULTY OF ESTABLISHING A QUORUM. THIS FACT LIMITS THE EFFECTIVENESS OF THE BOARD.

Board members reported that in the early days of the operation of the Centre attempts were made to meet monthly. In the recent past, for a variety of reasons, it has become increasingly difficult to call the members together on a regular basis. There is general concern that the Board is not seriously committed to carrying out its responsibilities and that too many policy decisions are being made by the General Manager. There is some evidence to suggest that the General Manager has taken over the "control" of the Centre.

References: pp. 78, 160-161, 166-167.

3.44 *THAT THE BOARD OF DIRECTORS TAKE ACTION THAT WILL ALLEVIATE THE CURRENT PROBLEM OF ESTABLISHING A QUORUM.*

One factor contributing to the difficulty presently experienced by the Board in establishing quorums for meetings stems from the recent vacancy created by the death of a Board member.

The present charter of the Board of Directors calls for nine members: seven members are jointly appointed by the MIB and DIAND with one additional member being appointed each by the MIB and DIAND respectively. The present vacancy is a joint appointee of the MIB and DIAND.

3.45 *THAT THE MIB AND DIAND TAKE ACTION TO FILL THE PRESENT VACANCY ON THE BOARD OF DIRECTORS. THIS AND FUTURE VACANCIES SHOULD BE FILLED USING CRITERIA LIKE THE FOLLOWING: (1) PROFESSIONAL KNOWLEDGE OF THE HELPING FIELDS; (2) PROFESSIONAL EXPERIENCE OF THE WORKING OF TRAINING AND/OR EDUCATIONAL INSTITUTIONS; (3) EXPERTISE IN EFFECTIVE CORPORATE MANAGEMENT AND PROCEDURES; (4) KNOWLEDGE OF AND EMPATHY FOR INDIAN PEOPLE; AND (5) MANAGEMENT RESPONSIBILITIES IN THE CENTRE'S INDUSTRIES.*

Immediate action is needed to enable the Board of Directors to function effectively. It is suggested that the above selection criteria be used in appointing new members.

3.46 *THAT THE BOARD FORM AD-HOC COMMITTEES IN ORDER TO SIMULTANEOUSLY ADDRESS MATTERS REQUIRING IMMEDIATE ATTENTION. A BOARD MEMBER SHOULD BE APPOINTED AS CHAIRMAN OF EACH OF THE FOLLOWING COMMITTEES: (1) A FUNDING COMMITTEE; (2) AN EVALUATION AND QUALITY CONTROL COMMITTEE; (3) A STAFF SELECTION COMMITTEE; AND (4) AN EDUCATIONAL DEVELOPMENT COMMITTEE. EACH COMMITTEE WOULD REPORT RECOMMENDATIONS FOR ACTION TO THE BOARD AS A WHOLE.*

While it is essential that the present problems in calling Board meetings be resolved, the activities of the Board members must also accommodate the need for leadership in resolving immediate problems. Allocating specific responsibilities among the Board members will ensure that their individual expertise in appropriate areas is readily available; that simultaneous attention can be directed towards several immediate problems; and the demands upon the time of the members can be kept within reasonable limits.



IMPACT: THERE IS EVIDENCE TO INDICATE THAT THE OO-ZA-WE-KWUN EXPERIENCE HAS PROVED HELPFUL TO A NUMBER OF TRAINEES. THE BENEFIT TO CONTINUING EDUCATION PARTICIPANTS IS MORE GENERALLY ACKNOWLEDGED. HOWEVER, UNTIL THE PROGRAMS HAVE BEEN SUCCESSFULLY IMPLEMENTED, ANY DEFINITIVE ASSESSMENT OF IMPACT MUST REMAIN TENTATIVE.

Impact of Life Skills Training on Trainees According to the Perceptions of Trainees, Program Staff, Ancillary Staff and Industry Personnel

4.01 LIFE SKILLS TRAINEES ARE CONSIDERED SUCCESSFUL IF THEY OVERCOME FORMER PROBLEMS AND ACTIVELY ASSOCIATE WITH THE CENTRE'S ACTIVITIES. MUCH OF THE LIFE SKILLS TRAINING SUCCESS IS VIEWED WHILE THE TRAINEES ARE STILL AT OO-ZA-WE-KWUN. THE LONG TERM EFFECTS HAVE NOT BEEN DOCUMENTED.

Ancillary Services personnel and industry representatives noted that the Centre improved trainee life styles. Trainees maintained steady jobs, developed improved drinking habits, and learned personal skills that would help the trainee cope with an urban society. The inter-personal skills of communication and improved family relationships were noted by program staff more often than objective indicators, such as money management and personal health care.

Although very few noted changes in their knowledge or skills, current trainees stated that they enjoyed the LifeSkills lab experience, became motivated to tackle their problems and had learned budgeting.

Interviews on the reserves indicated that less than a quarter of the former LifeSkills trainees felt they had received help with previous problems or had developed new skills while at the Centre. Trainees stated they had few problems when they went to the Centre and that the LifeSkills training was considered largely irrelevant.

References: pp. 119-120, 143-146, 189-192, 200-207, 236, 243-249, 269-271.

4.02 *THAT THE LIFE SKILLS LAB TRAINING PROGRAM BE CONTINUED. THE INITIAL LAB EXPERIENCE SHOULD BE EXTENDED TO AT LEAST EIGHT WEEKS TO ENSURE THAT BUDGETING, HOME MANAGEMENT, THE DEVELOPMENT OF SOCIAL CONTACTS, AND A THOROUGH ORIENTATION TO THE INDUSTRY EXPERIENCE IS PROVIDED.*

The LifeSkills lab experience appears successful in the introduction of trainees to new personal options and the motivation to explore these options. However, within six months half the trainees leave the Centre, ostensibly for job-related or personal reasons. During this time the wage earner is faced with the responsibility of holding a routine job; the wife becomes isolated in a home that no longer provides

the social support of reserve life; and the family is faced with a non-credit financial state, for perhaps the first time in their lives. The initial enthusiasm of life skills, which stresses communication skills and principles of problem-solving, is not adequately supported by the somewhat tenuous link maintained by the life skill coach. Consequently, a three-week period of transition between the two states would appear to be desirable. The wage earner could work half days while wives receive home management training. The couple could then participate in group sessions to discuss and explore solutions to adjustment problems. The additional time would also ensure that the Basic Coping Level skills could be introduced and established as goals to be accomplished during the following year.

#### Impact of Life Skills Training on Work Habits and Educational Interests

4.03 EMPLOYMENT AT THE CENTRE PROVIDES MINIMAL IMPACT ON TRAINEE WORK PATTERNS AND HABITS, ALTHOUGH THERE IS EVIDENCE TO SUGGEST THAT THE EXPERIENCE IS BENEFICIAL IN ENCOURAGING FUTURE TRAINING.

Trainees do not have a consistent work history prior to coming to the Centre but accept a series of unskilled jobs as the occasion arises. Immediately prior to coming to the Centre, only a third of the former interviewed trainees were employed. Employment at Oo-Za-We-Kwun appeared to continue this pattern of casual employment because forty per cent of the trainees who had come to Oo-Za-We-Kwun remained in their jobs at the Centre for less than six months.

While working in the Centre's industries, the behaviour of the trainees is acceptable. Industry personnel noted the trainees were superior to other employees in punctuality and taking directions. They were considered more reticent than other employees as indicated by independence, decision-making and self-expression scales, but these characteristics do not hinder their job performance. The industrial personnel could not indicate whether or not such behaviour was influenced by the Centre.

The findings from former trainees strongly indicate that trainees are unaware of the opportunity to develop desirable work habits while working at the Centre's industries or consider these habits of little consequence compared to saleable skills. The lack of relevance is particularly potent when the trainees state that trade skills, an education and clerical skills are necessary to get a job on the reserve. However, at the time of the interviews 26 trainees were employed, eight were not interested in a job, four were involved in other training and six were looking for work. The Oo-Za-We-Kwun experience had not adversely affected the trainees' interest or ability to get a job.



It was more significant that while 32 of the 44 former trainees had not received training of any kind prior to coming to the Centre, half the trainees did seek future training after leaving the Centre. Whether Life Skills improved their confidence to seek these alternatives is unknown, but the fact that previously untrained people had become involved in an educational process, some at a high level, must be acknowledged.

References: pp. 111-112, 121-123, 146-147, 268-269.

*4.04 THAT THE INDUSTRIES CONTINUE TO OFFER EMPLOYMENT TO THE LIFE SKILL TRAINEES, BUT THAT THE BOARD SEEK ADDITIONAL INDUSTRIES THAT COULD PROVIDE A BROAD RANGE OF WORK OPPORTUNITIES.*

At present, the industries at the Centre do not provide experiences that are considered useful by trainees for either skill development or the furtherance of potential career goals. It is therefore, not surprising that trainees are not motivated to remain at the Centre for an extended period of time. While the attraction of any industry to the Centre must consider the economic viability of that industry, new industries should attempt to complement rather than duplicate present occupational alternatives.

#### Impact of the Continuing Education Courses on Participants

4.05 THE CONTINUING EDUCATION COURSES ARE HIGHLY REGARDED BY BOTH PARTICIPANTS AND PROGRAM STAFF. THE EMPLOYMENT HISTORY OF PARTICIPANTS INDICATES THAT THE COURSES ARE EFFECTIVE IN PROVIDING THE SELF-CONFIDENCE AND KNOWLEDGE NECESSARY FOR EMPLOYMENT ON THE RESERVES.

The Continuing Education staff were more positive about the success of their courses than the Social Program staff. The Continuing Education staff mentioned positive feedback from former participants who had returned to their jobs and stated they now felt greater confidence in the performance of their job roles.

Data collected from former participants indicated that the participants were generally satisfied with the knowledge gained at the Centre, and the courses were directly related to their present jobs and interests. However, they still supported the need for trades training and academic upgrading.

A review of the participants' work history indicates that the Continuing Education courses primarily offer job training to those persons presently employed. The participants appear to have a history of steady employment interspersed with job training of various kinds. There appears to be little support or access to courses for those who are unemployed. Of those participants who were not presently employed,

- 46 -

three were in further training, two were waiting for a particular job, and one stated there was no work available.

References: pp. 121-123, 246, 249-252.

*4.06 THAT THE BOARD CONTINUE TO SUPPORT AND EXPAND THE CONTINUING EDUCATION  
DEPARTMENT'S COURSE OFFERINGS.*

## EVALUATION DESIGN AND METHODOLOGY

Defining the purpose of the study, selecting a conceptual approach and designing the methodological approach to the study were major tasks undertaken in Phase I of the evaluation. An elaboration of the methodological design used during the Phase II implementation is presented below.

### Conceptual Framework for the Study

In the evaluation of the Oo-Za-We-Kwun project, CIR used a simple model of evaluation which related the concepts of time and value to key system variables. The relationships among these concepts are shown diagrammatically in Figure 1. Firstly, time is an important dimension in evaluation because recommendations about the future should be based upon knowledge of the past and the present. Since the assessment of merit is the major purpose of all evaluation activities, the second important dimension in the model is the concept of value. Value is determined by selecting a suitable standard, collecting data about the program, and formulating judgements based on the data. Depending upon the nature of the program being evaluated, one may use either absolute or relative standards or both. The diagram further illustrates that the concepts of value and time form a two-dimensional matrix that can be used to analyse each of the four components of the overall system, i.e., rationale, design, operation and impact.

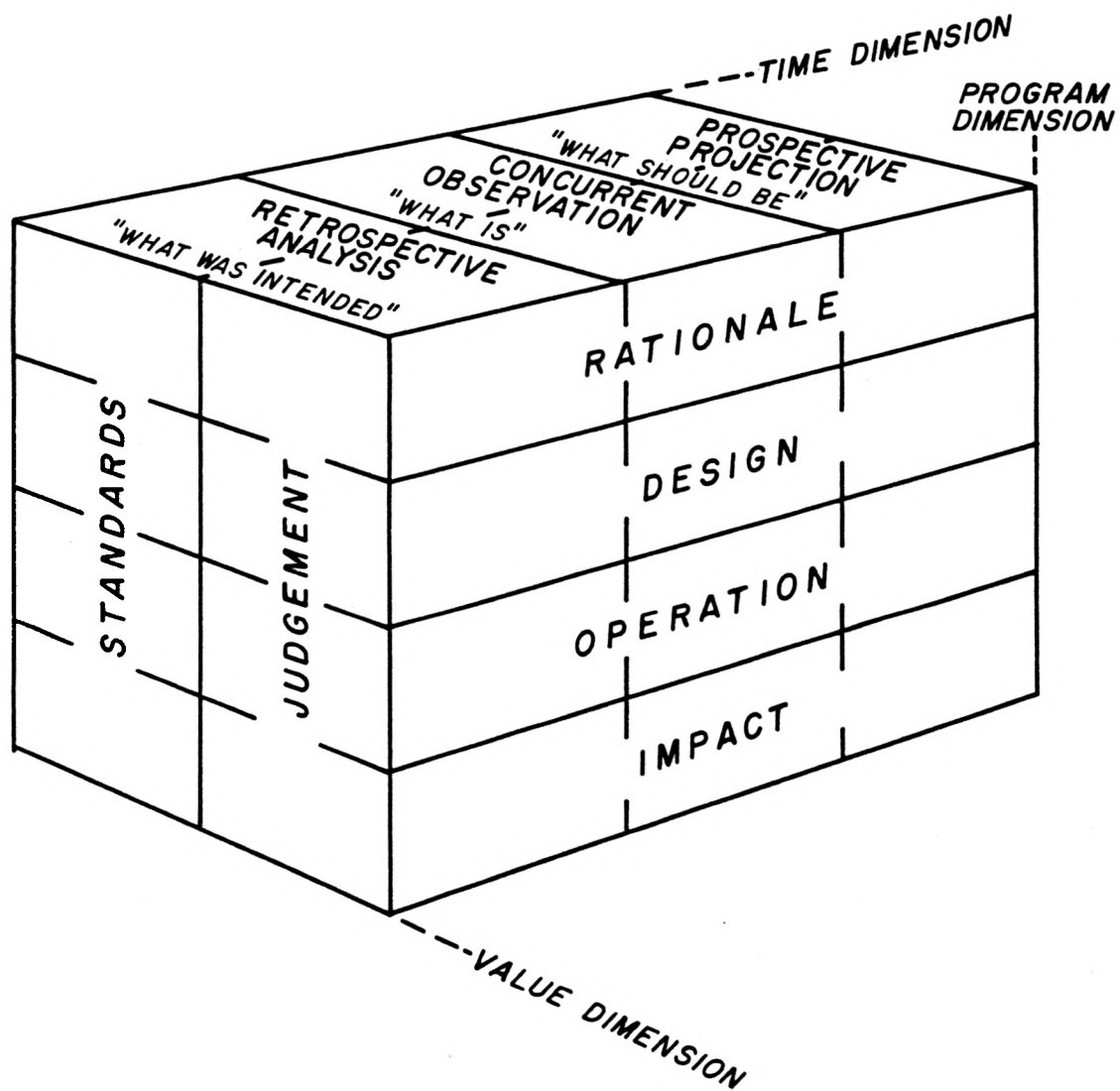
### Purpose of the Study

In general, the purpose of the study was to ascertain the merit of the Social Programs operated by Oo-Za-We-Kwun Centre Incorporated.

The resources for this study were primarily concentrated upon an assessment of the impact of the program. While this focus was an important one, the evaluators felt that it should not be the only one. In addition to impact, this study has attempted to address questions pertaining to the rationale (philosophy and goals), the design for accomplishing goals, and the success of efforts to implement the designs. This conceptual approach to the study generated the following set of questions which served to guide its planning and implementation.

FIGURE 1  
A CONCEPTUAL FRAMEWORK  
FOR THE EVALUATION OF THE  
OO-ZA-WE-KWUN CENTRE

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Instrumentation. Factual data from documents and files were collected using a simple scoring form. Interview data were collected using semi-structured interview schedules. The schedules contained some structured response items so that comparable data could be collected from different respondent groups, and some objective indicators of impact could be compiled. Realizing the weakness of pre-structured responses, open-ended items enabled the interviewers to pursue leads that appeared fruitful, to ask for elaboration where points were unclear, and to clarify questions which the respondent misunderstood. The semi-structured interview schedule also proved useful in generating a large body of in-depth knowledge about the variables of the program under investigation. Overall, it resulted in greater insight into the nature of problems than would have been achieved if structured interview schedules or mail questionnaires were used.

Pilot Test Procedures. After initial drafts of the instruments were prepared, they were submitted to our internal Research Advisory Panel for review. The panel was asked to suggest weaknesses in the technical quality of the questionnaires. Suggestions to improve the clarity of the instructions and to remove or revise ambiguous questions improved initial drafts. During the field test, questions were further refined and interviewing procedures tried and perfected. At the completion of the pilot testing phase, interview schedules were reproduced and forwarded to the Program Evaluation Branch for approval prior to implementation.

The Sample. The sample for the study is shown in Table 1. The research team carried out an analysis of 45 documents, 450 cardex files, 88 trainee files and all of the financial statements for the years 1972 through 1977. A total of 168 interviews were conducted.

Data Collection, Analysis and Reporting Procedures. Details regarding the method of data collection, analysis and reporting are presented in Section II of this report. Readers should consult the introductory sections of each of the eight study components.

Organization of the Remainder of This Report. This section was devoted to a presentation of the results of the study. Statements about the merit of the program; rationale, design, operation and impact, are presented as conclusions. The judgements of the evaluators about ways in which Oo-Za-We-Kwun might be improved are presented as recommendations. In the next section, Section II, the information on which the evaluators' judgements are based is presented in eight separate parts of that section.

## FLOW CHART OF STUDY TASKS

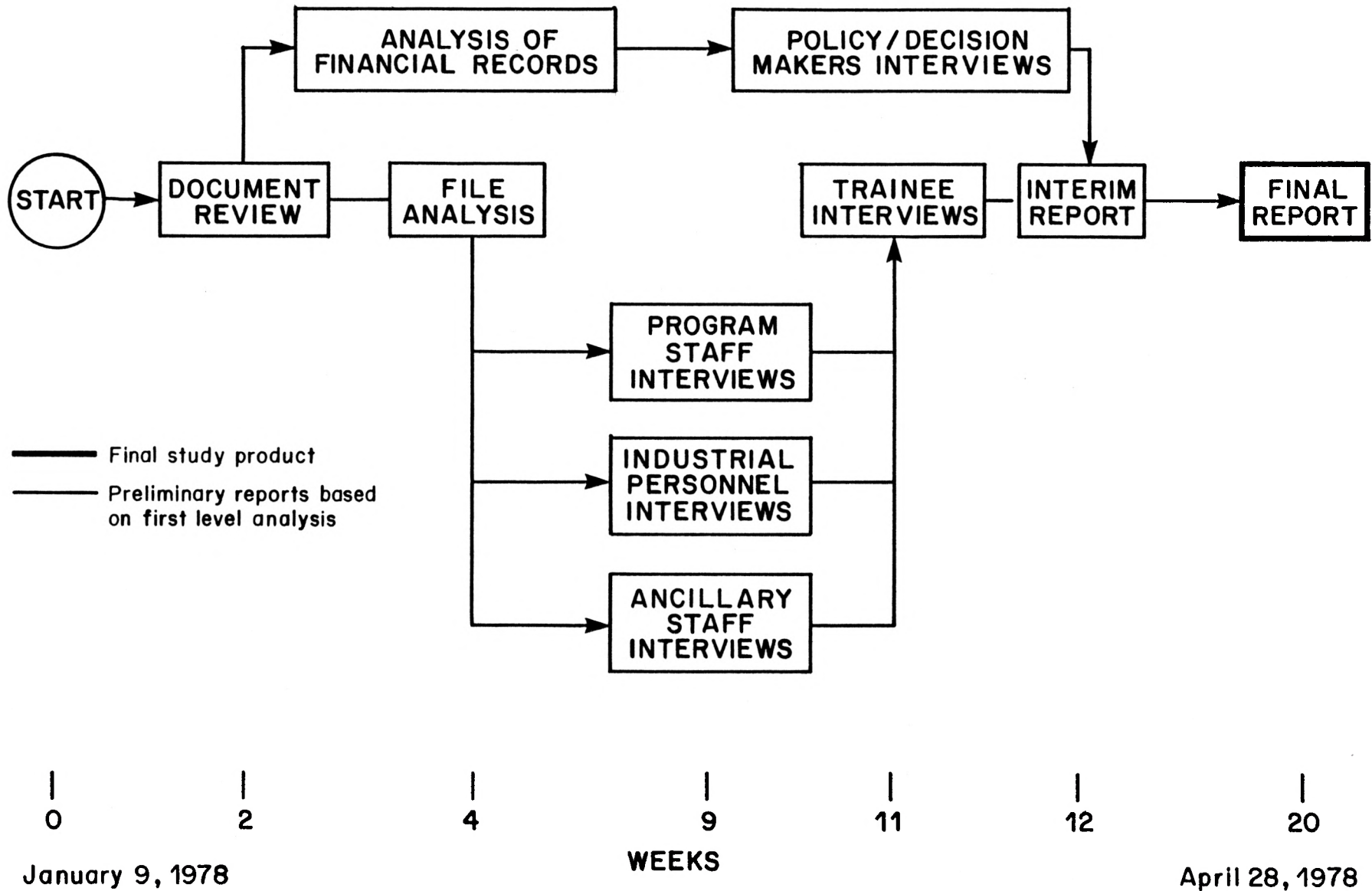


Table 1  
The Sample for the Evaluation of the  
Oo-Za-We-Kwun Social Programs

Data Source	No. of Documents	No. of Files	No. of Interviews
Document Reviews	45		
File Analysis		450 Cardex files 88 trainee files 46 Program Staff files 9 Continuing Ed. Staff files	
Trainee Interviews			24 (Life Skills)
Former Trainee Interviews			31 (Continuing Ed.) 44 (Life Skills)
Program Staff Interviews			5 (Continuing Ed.) 10 (Life Skills)
Industrial Staff Interviews			5
Ancillary Staff Interviews			31
Policy/Decision Makers Interviews			18
Analysis of Financial Records	All financial statements for the years 1972 through 1977.		

#### LIMITATIONS IMPOSED ON THE EVALUATION DESIGN

The evaluation plan developed to accomplish the objectives of this study was influenced by several factors, some that were within the evaluators' control and some that were not. Those beyond their control represented a set of constraints which limited the quality of the final products produced. The challenge in formulating the plan was to attempt to optimize its technical adequacy and utility, within the limits of feasibility constraints. The following is a list of the major constraints which imposed limitations on this study.

##### Duration of the Study

The contract period for this study extended from November 16, 1977 to April 28, 1978. In the space of only five months this study had to be conceptualized and planned, the instruments prepared, the data collected and analysed, draft reports written, debriefing sessions scheduled and final camera-ready copies prepared. The requirement that the evaluation be completed no later than April 28, 1978 precluded the possibility of collecting any meaningful pre and post-program performance data on trainees. Because of the short study time-line compared to the length of the program, direct measures of program effectiveness (e.g. changes in attitudes, improvement in self-concept, acquisition of competencies and skills) were clearly not possible.

In view of this limitation, several alternative strategies were considered to provide reasonable assurance that the final product would be relatively free of bias and error. The one that was finally decided upon attempted to compensate for lack of performance data through the use of multiple data sources. A total of eight studies were designed, data were collected from eight different sources and eight final reports written. Through the use of multiple methods and approaches it was hoped that, in the aggregate, considerable confidence could be placed on the findings. While we have done everything possible to optimize the technical adequacy of the study, it is recognized that the final report might not be completely free of error or bias.



#### Reliance on Opinion Data

While the evaluators attempted to tap all sources of data that could feasibly be tapped in the time available, a considerable amount of the information came from individuals who for one reason or another wanted the evaluation to be positive. The opinions of such people, especially, when faced with the prospect of discontinued or reduced government funding, are not likely to be objective. In a similar vein, there are those who for political reasons or otherwise desire a negative report. Their opinions are likewise suspect.

#### Geographical Distances

Individuals who had at one time attended Oo-Za-We-Kwun and returned to the reserve or moved elsewhere were found to be spread over vast geographical distances. Consequently, the study population was delimited to people based within Manitoba. Even so, extensive time was required to arrange a satisfactory interview itinerary and to visit sites at diverse locations in the province.

#### Lack of Comparative Models

Feasibility constraints further precluded the use of comparative standards in the design. Again largely due to time constraints, data on other similar institutions and programs was limited to that available in documents. Without comparative standards the judgements of the evaluators relied heavily on systematically collected and analysed opinion data. As explained above, however, this weakness is compensated through the use of multiple methods techniques.

#### Data Collection and Analysis Procedures

In order to ensure as comprehensive assessment as possible within the time limits imposed on the study, data collection and analysis of the various study tasks became a multiple rather than sequential process. At some periods during the study, up to six CIR research staff were working on independent study tasks.

Consequently, many of the observations drawn throughout each of the study tasks reports presented in Section II, contain apparent conflicting statements. Such statements reflect observations about the single data source being reviewed by that particular researcher and should not be interpreted as a study conclusion. The observations remain in the reports to indicate the comprehensive nature of opinions about the Centre, and to indicate to the reader the danger of drawing implications from single data sources. The study conclusions are presented in the executive summary and contain supportive evidence from all study task reports.

#### Time Span of Data Sources

All the data sources used in this study, whether documentary or the opinions of knowledgeable people, span the five years of the operation of the Oo-Za-We-Kwun Corporation. During the five years there has been considerable variation in the program content, the operational structure of departments, the availability of resources, and the quality of the personnel and programs that have been offered. During the study, it became evident that there had been periods of success and relative disharmony. The time frame of respondents and written documents therefore correlates highly with these diverse periods and accounts for many of the apparent inconsistencies in the collected data. Unfortunately it was impossible in analysis to control for the time span of the data source, but the researchers have been aware of this when drawing their conclusions.

#### Concluding Statement

The purpose of this ominous list of constraints is not to weaken the credibility of this report. On the contrary, knowledge about the feasibility constraints under which the evaluators worked should lend credence to the findings and results. Notwithstanding the limitations outlined here the evaluators wish to declare their own confidence in the merit of the final result. It is our opinion that this study has reasonable technical adequacy in spite of the constraints. We hope that the audiences for the study will accept it in the manner which we intend it to be used. Our basic philosophical approach is that "the purpose of evaluation is not to prove, but to improve."





Section II

Part I

OO-ZA-WE-KWUN CENTRE EVALUATION DOCUMENT REVIEW

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## Part I

### OO-ZA-WE-KWUN CENTRE EVALUATION DOCUMENT REVIEW

#### Introduction

The content of this report is information retrieved from documents pertaining to the Centre. Information was retrieved and reported under a series of questions identified in the proposal for the study.

#### Methodology

Considerable written material, in the form of correspondence, publications, course material and evaluation reports, has been produced since the creation of Oo-Za-We-Kwun in 1971. The objective of this portion of the study was to make use of some of this material to answer specific questions relevant to the Rationale, the Design and the current Operation of the Centre.

Forty-five (45) documents were reviewed. The documents were supplied both by DIAND and the Centre. They contained information related to: the initial start-up phase of the Centre (seven documents); general articles for publication (five); course proposals, outlines, and descriptions (seventeen); financial statements and budgets (five); Centre evaluations (two); similar programs in other locations (three); and six miscellaneous statements. Documents are identified by title, author, source of publication and date in Appendix A.

A simple recording form was developed to accomplish the first steps of the document review task. Each question to be addressed by the document review was typed at the head of a sheet, with columns to identify title, source, date, the relevant page numbers, and categorization of the information as opinion or fact.

The documents supplied by DIAND represented their collection of descriptive statements concerning the Oo-Za-We-Kwun Centre. The documents supplied by Oo-Za-We-Kwun itself included more detailed proposals, course objectives and evaluation studies that CIR researchers considered useful for this study. No documents were provided by the MIB.

All documents were read before actual data collection began. Documents were then scanned by one researcher for information pertinent to each question. The relevant information was copied or noted on the appropriate recording sheet and the report was written from this data.

Data is analysed simply by collating information from the various sources. Analysis was accomplished on a question-by-question basis with some reference between questions when appropriate.

Results are reported under the question for which they were retrieved. Questions are categorized under three broad headings: Rationale - defined as problems, needs, goals, philosophy, and principles; Design - defined as plans, content, structure, functions, roles and responsibilities; and Operation - defined as process, implementation, instruction, administration, transactions, and facilitating mechanisms. Although Impact was included in the study proposal, no questions categorized under Impact were considered in the document review.

### The Findings

Findings are organized according to the major issue areas and are presented in detail. The report concludes with a summary. Numbers in brackets refer to document numbers listed in Appendix A. Double numbers, (a, b), refer to the document number (a), followed by a page number (b).

#### Rationale

Initial Source and Identification of Indian Needs. In 1971, a proposal entitled Rivers Training Centre: A Social Change Program for Indian People was prepared by Frank E. Price and Associates (29). This proposal served as the design plan according to which the Centre was first organized. The needs of Indian people are discussed directly in the paper. However, the proposal does not indicate how the needs were determined, other than mention cooperating organizations in the Acknowledgements. There is no mention of having gone directly to individual Indian persons to assess needs at that time. Needs of the Indian peoples could be held to be relatively common knowledge among those acquainted with the contemporary Indian culture.

The needs of Indian peoples as identified in the Price Report include a lack of training and saleable employment skills (29, 5); and the inability to relate to an urban environment (29, 5). The report implies that, since most opportunities for vocational training are found in urban settings, the ability to relate to an urban environment must be addressed before the lack of training can be remedied.

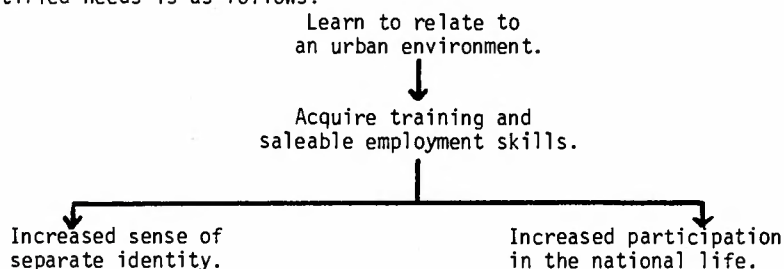
Two major difficulties are identified as having created the "inability to relate to the urban environment:" the first was the adjustment to punctuality and regularity (29, 5); and the second was adjusting to urban isolation (29, 5). In addition, difficulties can be created by attempts to enroll in vocational programs:



the family may suffer through dislocation (29, 6); and the husband and wife may move apart as one is exposed to new experiences and the other is not (29, 6). A final problem was the social difficulty of adjusting to an urban environment (29, 6).

The report implies further that the Indian peoples have need of both "an increased sense of separate identity," and "an increased participation in the national life" (29, 7). These ideas are held to be complementary and reinforcing of each other.

Observations. The basic progression of needs identified by the Price Report implies that needs of the Indian peoples could be held to be relatively common knowledge among those acquainted with the contemporary Indian culture. The progression of identified needs is as follows:



Recent Sources of Indian Needs. There is evidence that, since Oo-Za-We-Kwun was founded in 1971, the Centre staff have found ways to update their knowledge of the needs of the Indian peoples on an on-going basis.

During 1975, a public relations package, under the direction of Social Programs, was presented on several reserves (36, 16+). Concurrently, the public relations staff used the opportunity to contact "...usually the Chief, Councillors, Band Managers, Health and Welfare people, home and school counsellors, Employment Officers, and others who may be in continuous contact with their people" (35, 16). Discussions on training needs took place. No information was provided to indicate whether or not public relations visits to the reserves continued past the end of 1975. The Recreation Director mentions that he visited six reserves in August, 1976 (37, i).

The documents contain three references to the continuing participation of the Manitoba Indian Brotherhood (MIB) in policy formulation. The Haig Report contains mention of Wahbung: Our Tommorrow's, published by the MIB in Winnipeg in 1971, and of a "recent" submission by the MIB to the Standing Committee of the House of Commons on Indian Affairs and Northern Development (11, 16). "Recent" must mean prior to August 1975, the date of publication of the report. Secondly, an undated paper (45), with attached recommendations by the president of the MIB is mentioned by Mr. Logan in his summary of the basis of support for Continuing Education programming. He mentions this paper as an example of needs voiced by the MIB (46, i).

Mr. Logan mentions, in hand-written notes dated November 1977, use of the following sources for need identification (46, i): the MIB; review of training requirements of DIAND, particularly a study on training programs for economic development projects in remote areas (43); contact and discussions with staff members of nine government organizations; discussion with various reserve personnel throughout Manitoba; and discussion with graduates of management development programs. Participants in the training courses were asked to provide recommendations for the next course (for sample evaluation form, see 46, iv).

The Haig Report (11), and the Dunning Report (14), both contain statements on the needs of the Indian population as addressed by Oo-Za-We-Kwun. Dunning interviewed Indian "graduates" of Oo-Za-We-Kwun on sixteen reserves (14, 10).

Observations. Some attempts have been made to address program needs of the Continuing Education department and the Recreation department, but the Centre makes no attempt to keep in touch with changing Indian needs.

Needs Addressed by the Oo-Za-We-Kwun Program. Oo-Za-We-Kwun, as it was created in 1971, was intended to address the first of the basic needs identified above, i.e., to learn to relate to an urban environment. Once this basic need was accepted as an operational premise, then other more specific training needs became identifiable:

"The student has a need to become an active participant in his own learning through an active self-evaluation process (29, 8) ...Each student's needs will be different, as his experience with urban white lifestyle may be different (29, 17); and the training environment should resemble as closely as possible the environment into which the family will eventually move, i.e., an urban wage economy (29, 8)."

There should also be a "real" community with "real" jobs, implying a further related need for some industrial development (29, 8-10).

Observations. Briefly, it appears that Oo-Za-We-Kwun was to address the need of Indian families to acculturate to a modern wage economy, at a self-controlled pace suitable to each individual family, within a setting approximating the urban setting to which they would eventually move.

Assessment of Oo-Za-We-Kwun Objectives: Haig Report, August 1975 (11). The Haig Committee was asked to speak to the question: Are the objectives and methods of the Centre consistent with the expressed needs and desires of the Manitoba Indian people? (11, 15).

Their response to the question is summarized in four paragraphs of the report. The Committee begins by noting that it is essential to distinguish between the needs of Indian individuals and the needs of the collectivity, and notes further that "it appears" that individuals, with the skills supposed to be imparted by

Oo-Za-We-Kwun, will be required to attain the collective goals, namely, recognition of Treaty obligations, development of local control and creation of economic opportunities (11, 16).

The next paragraph apparently is intended to counter expressed fears that the Oo-Za-We-Kwun "graduates" will tend to leave the reserves, thus depleting the reserves of their skilled people. The Committee replies that job opportunities on the reserve are in the hands of the Band Councils; they hold the key as to whether their people will stay or leave (11, 16).

Finally, the Committee recommends increased provision of extension-type courses. Specifically, it suggests creation of a Local Government Development Centre which would provide teaching and supervision of on-the-job practicum for all levels of Band staff and for Department staff involved in working with Band Councils.

Observations. The Committee would appear to be replying to criticism that, even if Oo-Za-We-Kwun is replying to needs of individuals (and there is no statement on whether it is or not), it is not replying to the needs of the collectivity, which in this case, is defined as the reserve.

Assessment of Oo-Za-We-Kwun Objectives: Dunning Report, April 1977 (14). The Dunning Report, written approximately two years after the Haig Report, is critical of what it sees as an Oo-Za-We-Kwun failure to come to terms with the "real" needs of the Indian people. To quote:

"If then, as in the opinion of the writer, the Programme has failed, ...The failure was in maintaining at all costs, and with frenetic efforts to bolster up, a process which was misunderstood and not required by the clients. And this was done in the face of desperate Indian lack of skills and employment, and many statements from Indian spokesmen and students about their real needs." (14, 50)

Some evidence to support the "misunderstanding" referred to by Dunning is found in the Haig Report. Haig speaks of Centre attempts to publicize its mission clearly (11, 8), and a frequent "reason for leaving" is misunderstanding of Centre goals (11, appendix). It was found most commonly in the literature that the misunderstanding takes the form of a participant looking for vocational training, which is not provided by the Centre.

Clearly, Oo-Za-We-Kwun does not deny the reality of "desperate Indian lack of skills and employment." The first need of Indian peoples identified in the Price Report was exactly lack of training and employment skills. However, the Price Report maintains that the process of acculturation to an urban environment must be accomplished before the vocational difficulties can be addressed. Haig tacitly agrees that the Oo-Za-We-Kwun program should be perceived as an adequate means.

Even if "relating to an urban wage economy" were a sole legitimate goal, Dunning contends that the program as it stands is inadequate to meet this objective. He offers the following criticisms: little substantive assistance in the post-Life Skills phase (14, 34); little access to Manpower services (14, 34); little staff-student interaction (14, 36); little socializing among residents (14, 37); no civic authority of residents (14, 39); no knowledge given regarding job-hunting, housing (14, 41); no introduction to information on citizen's rights, landlord-tenant relations, social services (14, 41); etc. "Located at the Centre, the trainee lacks experience and training at the very world to which he aspires ..." (14, 41). Dunning views the Life Skills component as consisting of activities which are, at times, undignified for the Indian peoples (14, 35), and which do not provide them with the practical, pragmatic skills which they will need for survival, let alone enhancement.

Dunning supports the notion that Indians need to learn to relate to an urban environment. However, he would make the matter more one of personal choice; learning to relate to an urban environment would be one of several possible goals open to Indian persons concerned with changing their status quo.

Observations. The Life Skills program has been criticized on three general grounds: that the need of learning to relate to an urban wage economy should be viewed as invalid insofar as it takes the Indian away from his own people and their collective homes; that, even if the goal of relating to an urban culture be accepted as legitimate, other goals are of higher importance and Oo-Za-We-Kwun effort should be put to them; and that, even if the goal of relating to urban culture is of high enough importance to warrant pursuit, the operational program at the Centre is inadequate to attain this goal.

No conclusions are offered in this document review regarding the validity of the above criticisms.

Continuing Education Documented Needs. The Continuing Education department and its assortment of course offerings have developed since inception of the Centre in 1971, and, to all appearances, they are growing in number, in scope and in strength of organization (42 and 42a). The Continuing Education department should be seen as one component of the entire Oo-Za-We-Kwun "program," a component which is separate and distinct from the Life Skills and on-the-job training patterns. Any one of the several proposals for Continuing Education courses, prepared in 1975 and 1976, contains a statement illustrative of perceived needs for the course (31 and 33-34). All the Continuing Education courses teach management concepts and skills, to be applied in different ways to different levels of administration. The need for good management skill is identified, based on the position of trust and accountability vested in Band staff, and created in increased measure

. . . cont.

... by the increasing importance of Local Government for Indian communities, the desire of the people to manage their own affairs and the Department of Indian Affairs determination to foster Local Government (31).

The success of the transfer of authority from government to the reserves depends heavily on management competence; administrative failure could be taken as an invitation for the government to take over once more.

It is time we recognized that management ability does not result from miraculous transformation effected by the act of transferral of funds, but through the development of knowledge and experience (31).

Observations. The need, briefly, is for development of management expertise as a direct goal, made existent at this time in history through trends to return administrative and economic control of reserves to the Indian peoples. Management expertise is required both to govern the reserves, and to sustain a local economic base.

Examples of Programs Similar to Oo-Za-We-Kwun Programs. Documents reviewed provided mention of two other facilities with possible reference to a third and a fourth.

A press release announced the opening of CENTRAD, the Centre for Training Research and Development at Prince Albert, Saskatchewan (20). CENTRAD is a successor to Saskatchewan New Start Incorporated and the Training Research and Development Station, both located in Prince Albert. Oo-Za-We-Kwun has both used materials (9, 3) and absorbed staff persons (10) from the now-succeeded Saskatchewan New Start organization. CENTRAD will be designed as a centre to develop training programs for adult Indians in the areas of management and economic development; it will also act as a training centre for facilitators who will deliver the actual courses on the reserves. This is in contrast to the Oo-Za-We-Kwun model, where the students for each course come directly to Oo-Za-We-Kwun. Oo-Za-We-Kwun has submitted a proposal to Canada Manpower (38) to request funding for resources necessary to develop a training program for Life Skills coaches. This is the kind of activity described as forming the purpose of CENTRAD.

An undated brochure describes the program of the Manpower Corps Training Plant at Selkirk, Manitoba (26). The purpose of the program is to "provide a setting in which Interlake residents who are not eligible for other federal or provincial programs can acquire the training they need to compete in the modern labour market." The plant was established in 1969, and initially gave priority to Indian and Metis residents. Later, the program was expanded to include high school dropouts, persons making a rural-urban transition, etc. Reference is made



to a Home Visitor program, whereby a regular home visitor assists families in learning to use the resources available to them. The project is live-in, as is Oo-Za-We-Kwun.

Dunning compares Oo-Za-We-Kwun to the "Selkirk and Westbran projects." (14, 50). He mentions that project housing is built right into the town. There is residential integration.

Haig mentions that, as of early 1975, a proposal "from a Manitoba group of consultants which, if accepted, would provide for training in another location" was under active consideration (11, 13). No more information is provided.

The Stated Goals of the Oo-Za-We-Kwun Program at its Inception. Statements of goals will be presented from two major sources. Other references to goals can be found in the Treasury Board proposals from 1971 (1a and b), and in the Haig and Dunning reports (11 and 14).

It was stated in the Letters Patent, 1971 (5) that Oo-Za-We-Kwun was incorporated in order to carry out the following five objectives:

1. To establish, superintend and administer a living, training, life skill development and educational centre for Indians.
2. To safeguard, promote and perpetuate the associations, identity and traditions of Indians.
3. To further the interests and general welfare of the Indian people generally.
4. To assist persons of Indian ancestry in such manner as may be determined from time to time.
5. To do all such other things as are incidental or conducive to the attainment of the above objectives.

According to the Price Report, the principle objective of the Centre was "to establish a basis of life skills development" (29, 3). A further section provides expansion and clarification of the basic objective, by presenting mention and discussion of sub-objectives. Some of the sub-objectives are directed at Centre operation, some are objectives for the Indian population. A listing of the sub-objectives is presented in parallel on the following page.

Observations. A review of the documents above leads to speculation about two concerns. The stated objectives of the Centre in no way account for an operational mechanism to "safe-guard, promote and perpetuate the associations, identity and traditions of Indians," as declared in the Letters Patent, i.e., the old traditions are not supported or developed. Secondly, the Centre's perceptions/intentions towards development of new traditions/new loci of identity is undetermined. The objectives, taken as a group, tend to imply that the Centre sees no future for

Objectives for the Centre	Objectives for the Participants
1. To develop a comprehensive program to facilitate life skills development by Indian families in a process of transition from rural isolation to an urban employment environment (29, 8).	1. To provide a basis for greater options on the part of the trainee in terms of expanding his academic or vocational aspirations (29, 9). 2. To make it possible for a greater number of people to successfully pursue a better way of life (29, 9). 3. To more easily evaluate program developments and respond to new initiatives (29, 10).
2. To develop a program on the basis that the trainee becomes a direct participant in the process of training by developing a program orientation that permits evaluation on his own part of his training requirements and his progress throughout the process (29, 8).	4. To allow the individual who is well motivated, sincere and committed to become a master of his own program of self-development and not a servant of the system (29, 10).
3. To develop a training environment that approximates as closely as possible the environment within which the training family would live in terms of an urban community and a wage economy (29, 8).	5. To develop an understanding of and an ability to master those factors of living skills that make possible effective integration into the employment markets and the social structure of the country (29, 8).
4. To create community structures and recreational programs that will provide for and encourage direct participation by the family unit in conventional municipal, social and recreational activities that would be found in other urban centres (29, 9). a. to include the development of a school board and a community council (29, 9). b. to develop parent-teacher associations. c. to develop a community club and other recreational organizations such as a curling club, etc. (29, 9).	6. To develop an appreciation for the voluntary nature of many of the activities of our society; to develop commitment to these activities of a municipal nature that govern the lives of all people in an urban society (29, 9). a. to become familiar with the functioning of a democratic society (29, 9). b. to increase involvement in the educational activities of the in-school program. c. to become directly involved in leisure time activities at the Centre (29, 9).
5. To engage the support of the private business sector through the provision of industrial job opportunities (29, 10). : anticipated that 25% of jobs will go to trainees. : anticipated that industry management will share knowledge and experience with Centre administration (29, 10).	7. To develop employment skills necessary to compete in the national employment market (29, 10).
6. "The recovery of a sense of identity and purpose for Indian people could be our greatest contribution to their advancement." (29, 11).	8. To become acquainted with the dual realities of individual independence and social interdependence: a. to discover potential as a social and economic being (29, 10).

the Indian as an Indian, he/she must become culturally white to survive. However, the few objectives which are stated towards retention of the Indian culture prescribe caution that the foregoing conclusion may be incorrect.

At the very least, the early (1971) Oo-Za-We-Kwun documents leave this issue at a level of ambiguity. It should be noted that, if a complete understanding of the objectives is to be attained, the content and objectives of the Life Skills course should be explored (discussed in later sections). Unless the reader has a proper appreciation of the types of "skills" taught in the Life Skills course, he may misinterpret the range of possible alternatives for reaching the objectives.

Scope of the Client Constituency. There are few specific references to the scope of the client constituency. The Letters Patent refers simply to the objective of "... further the interests and general welfare of the Indian people generally" (5). The Price Report refers to "... Indian families in a process of transition from rural isolation to an urban employment environment" (29, 8). No geographical catchment area is defined. The report does discuss, in another place, Indians "in the province of Manitoba," but there is no commitment to restrict the Centre's program to Manitobans or otherwise. Secondly, there is no reference to Metis, and no specification that the Indian should be treaty or non-treaty.

Current Program Goals. The Oo-Za-We-Kwun Centre 1977 Annual report provides a quick capsule overview of the program as it currently exists. Under a Social Programs heading, we are told that family members are first provided with an opportunity to develop basic coping skills and then given the opportunity to explore further developmental programming (47, 3). The notion of exploring further developmental programming is one which has been given only brief mention in the earlier literature. Under a Continuing Education heading, we learn that the Department of Continuing Education was created in response to growing numbers of requests, and has two major goals: To implement training courses which increase employment potential of Native people; and to provide training support facilities and services to government agencies, organizations, and private groups engaged in training activities (47, 5).

Observations. Current program goals appear to have changed little from the original set of objectives. Specific programs may have changed, and the perception of the target population may be different, but, generally, the later documents describe a program little changed, from the earlier one of 1971-73. Differences are seen in the existence of the Continuing Education Department and its course offerings, and perhaps in a greater variety of recreational and social services, but the basic goals and objectives of the Centre remain the same.



Design

The Rationale for Determining the Oo-Za-We-Kwun Program Components. Statements of rationale have in fact been provided in previous sections, through the consideration of needs and objectives. This section will present and recombine previously presented material, with additional sources of data.

Program Component	Rationale for Including This Component
1. Life Skills	a. Indian families typically have few opportunities to practice these skills (29, 16). b. Life skills are necessary to master a new environment (29, 9). c. Life skills will allow the trainee to expand his academic and vocational options, pursue a better life (29, 10).
2. Living at Oo-Za-We-Kwun	a. Oo-Za-We-Kwun becomes a "community classroom" to approximate settings where participants are likely to be living in the future (29, 8).
3. Family with the individual in training	a. Social problems of family dislocation are source of many failures in training programs for Indians (29, 6).
4. Individualized curriculum approach	a. Each family has had different experiences, therefore has different learning requirements (29, 17).
5. Facilitator/Coach/Counsellor	a. Need for a generalized function of assisting family to evaluate itself and to seek and to relate to the appropriate specialized functions and services (29, 19).
6. Specialized family and support services, e.g., home economist, day care, manpower counsellor, etc.	a. Rationale for each based on the particular service.
7. On-the-site industry	a. Entire program can be coordinated (2). b. Job training will be more realistic and will relate to actual job opportunities (2). c. Trainee can earn wage as opposed to training allowance (29, 8). d. To provide competitive job skills (29, 10). e. Availability of the base with its hangar space.
8. Continuing Education	a. Increasing local government and economic control of reserves necessitates development of management expertise (31). b. Government has an obligation to assist in the management development (31).
9. Community Council	a. To build commitment to the municipal activities of an urban society (29, 9).
10. Recreational and Leisure Facilities	a. To build appreciation for the nature of voluntary activity (29, 9).

Appeals for Additional Program Components. The Haig Report, August 1975, recommended greater provision of opportunities for extension training than were provided at that time (11, 16). In fact, extension courses offered today do exceed those offered in 1975. Further, the Committee recommended the establishment of a Local Government Development Centre at Oo-Za-We-Kwun. It would serve as a training centre for Band employees and for government employees dealing with the Bands and it would be a base for advisors to reserve personnel. This model should allow for a close interplay between on-the-job experience and training content (11, 17). Finally, the Committee suggests that life skill training laboratories "might serve some useful purpose" on the reserves. However, as Haig points out, there are few reserves which provide opportunity for on-the-job skill development (11, 17).

The Dunning Report, April 1977, recommended that the Life Skills component of the program be discontinued (14, 53), with industry jobs maintained as a source of unskilled industry jobs for those who want them (14, 55). Further, the Report recommended that specific technical training be built up (14, 53). Mention was made of the Basic Management Training Course as one which should be retained and expanded. The BMTC is still in existence today. Mention was also made of the desirability of technical, industrial training, and upgrading programs (14, 54). Dunning also suggested that consideration be given to the idea of relocating hangar work space in Indian reserve communities (14, 54). The major advantage mentioned is the opportunity for the Indian community and the other industries to become aware of the needs and requirements of each other.

Mr. Lawrence Whitehead, President of the MIB, writes in his (undated, probably late 1977) paper the following recommendations (45). There is a need for: regional workshops, in order to upgrade Indian leadership in Manitoba, developed to provide maximum benefit to the Indians of the Regions (no more specification provided); an on-going management training program for senior Band staff in Manitoba (Oo-Za-We-Kwun has such a program, but it is not on-going); courses for Indian secretarial staff, on a regional basis; and for the development of a course for Local Government Advisors, who will advise on government functions in general and local reserve governments in particular. Relevant content would be a basic understanding of legislation such as the Indian Act, committee structure, manpower planning, etc.

Papers internal to the Oo-Za-We-Kwun staff have presented suggestions for creating new components or upgrading existing components: for a full-time Career Counsellor who would work with the participants in all phases of vocational placement, from aptitude testing and vocational counselling to liaison with employment sources to job posting, etc. (35, 62ff); to establish a newsletter and information sheet (37) (this was done with the publication of the Go-fer (44)); establishment of a training centre for, and certification of, courses in sports, athletics and

recreation (37; creation of an "industry" to provide training centres for professional athletes (37); and for a full-time Alcohol Counsellor who would both work with individual clients and with the Oo-Za-We-Kwun program staff (35, Appendix V).

Observations. There is no record of major changes in the Oo-Za-We-Kwun program since inception in 1971, other than the gradual growth of the Continuing Education Department.

Programs and Services Offered by the Centre. There are several papers which describe the programs and activities at Oo-Za-We-Kwun (13, 22, 23, 24, 25, 30 and 47). Some of these are older than others, and some are actually cut-and-paste versions of the others: material was lifted from one to another with updating of, for example, reported salary levels.

The best sources for description of current program would seem to be Oo-Za-We-Kwun Centre Incorporated (22) and Oo-Za-We-Kwun Centre 1977 (23), two papers written by the Oo-Za-We-Kwun Centre, and the Oo-Za-We-Kwun Centre 1977 Annual Report (47).

An overview schema of Oo-Za-We-Kwun programs and activities is as follows: Family Life Program (23, 13-14), including life skill lab training, on-the-job work training and community classroom training (counsellor/facilitator, and social support services and recreational and community involvement opportunities); and Continuing Education Program (23, 24).

Description of the Family Life Program. This term is used to describe the Oo-Za-We-Kwun Program in a large sense, that for which the Price Report initially received authorization. It refers to the entire set of activities over the family's stay at the Centre.

Life Skill Lab Training. The documents available for review do not provide for a complete understanding of the Lab Training sessions. There are contradictions and incomplete materials. The 1977 paper entitled Oo-Za-We-Kwun Centre 1977 (23) describes a life skills course which works on the following major areas of competence: lead a constructive home life; participate and fit into community; lead a constructive working life; manage personal finances; be a wise consumer; practice and contribute to social order; use community resources and services; continually change and develop; maintain personal well-being; communicate effectively (23, 11).

However, materials from the Social Programs Department dated June 1977 (40) describe a process whereby all participants go through the BCL (Basic Coping Level) life skills course. Following this, some participants may go on to further training while others will move through exercises geared to an Advanced Coping Level. These participants are expected to be employed eventually. The BCL goals book lists the following target areas of competence: handle money, stay healthy, get the most out

of school, find and keep a job, get along with our family, make use of our leisure time (40, iv, 1). These areas are approached during an initial five-week period of labs. Following the five-week period, coaches are to continue to work evenings with the participants on the target areas. In addition, occasional workshops will be provided in such areas as: alcohol education; parenting; fighting fairly; nutrition; and recreation/leisure (40, iv, 11). There is mention that coaches will "design an advanced skill program" to meet the participants' needs, but there is no specification of the area of competence of the advanced skills.

In summary, the following can be said of the Life Skills course. The Life Skills component is a five-week series of laboratory sessions. Content of the sessions is not specified by the materials provided in these documents. Husband and wife attend the Life Skills sessions together, and any pre-school children are cared for at the Oo-Za-We-Kwun Day Care Centre during that time (23, 13).

On-The-Job Work Training. Participants usually take a paid job at the end of the Life Skills phase. The Price Report had anticipated that the trainee and "to a certain extent, his wife" would be provided with employment. Indeed, Dunning mentions that in most families, the wife would remain at home unemployed (14, 23).

The work available is provided through four industrial employers. Work tends to be unskilled, assembly-line labour. Industries are Sekine Canada Ltd., which assembles bicycles; Edson Industries Ltd. which manufactures camper trailers; Arnold Manufacturing Ltd., which manufactures fibre, wood and glass products for the fast food industry; and Timbr-Fab Ltd., which makes wooden products for the housing industry (22, 5). Workers are paid factory wage, which is \$3.10/hour minimum in Manitoba. Wages may rise to \$5.50/hour, depending on the industry, the degree of responsibility given the participant, etc.

Community Classroom Training. The phrase "Community Classroom Training" refers simply to the activities and processes involved in living in the (somewhat) urban community of Oo-Za-We-Kwun. The training is therefore a process of learning to relate to and, if desired, participate in the institutions, resource systems and groupings which characterize modern non-rural life. The "community classroom" period refers to the time after life skills and before graduation. Husbands are normally working for one of the industries at that time.

Each participant family is assigned a counsellor who carries responsibility for that particular family. He carries out the final screening interview before the family is accepted, and therefore will remain in contact with that family throughout its stay at Oo-Za-We-Kwun. His function is to liaise, to assist the family to self-evaluate, to help clarify directions, etc. Just prior to "graduation," the counsellor is expected to help the family formulate its plans for future activity (23, 11-12).

The counsellor/facilitator will also serve as the Life Skills coach for the five-week training sessions. An earlier staff model separated the two functions, with the Life Skills coach and the counsellor being two different people. The earlier model was found to be unsatisfactory, since it broke the chain of contact with one familiar individual during the initial difficult period of adjustment to the Centre (see Haig, 11, 10). In addition, the early model required coaches to exercise a disciplinary function regarding hours worked and payment of rent (11, 10). The disciplinary function was dropped from the coach/counsellor's responsibilities, and this individual now sits only as advisor and tutor to his resident families.

Social support services are also provided as part of the "community classroom" training. A 1977 paper (23, 14) refers to a marriage counsellor, a Canada Manpower counsellor, a home economist, a home visitor and a public health nurse. It does not specify which of these are Oo-Za-We-Kwun Centre staff and which are provincial/federal personnel to whom Oo-Za-We-Kwun residents have access. According to the Social Programs report for 1975 (35), at that time three years ago, "vocational counselling (was) done on a small scale by the Canada Manpower Counsellor attached to Oo-Za-We-Kwun" (35, 14). Marriage counselling was an add-on to the work load of the head of the staff development group. There was both a home economist and a home visitor. According to her annual report, the home economist gave some prepared sessions to the Life Skills groups (e.g., food buymanship, low-cost nutrition, leisure time activities, money management). As well, she ran cooking and craft classes for the women, and gave individual assistance to some. The home visitor generally did just that - she visited, sometimes with a general, social purpose, as with new intakes; and sometimes with a specific purpose, such as following up with day-care placements or doing home economic surveys (35, 21-23). The report does not specify whether or not either of these positions were filled on a full-time basis. The amount of activity reported by the home economist would tend to indicate that she was a part-time appointment.

Reference to the 1977/1978 budget (16) indicates monies available for one full-time home economist, one full-time home visitor, one full-time alcohol counsellor and day care personnel. There was no home economist in 1976/77, and there was a 1/3 time career counsellor in that year.

Recreation and community involvement opportunities are the third component of "community classroom" experiences. The 1977 Annual Report mentions the following recreational facilities: bowling alley; golf course; curling rink; skating rink; tennis courts; ball diamonds; and track and field facilities (47, 9). Oo-Za-We-Kwun has a 22 classroom school which accommodates kindergarten to grade eight; high school students are bussed to the Rivers school.



We are in receipt of one issue of the Go-fer, a community newsletter (November 1977) (44). It refers to a Community School Meeting at the school, a bake sale held at the Day Care Centre, a meeting of the Leisure Recreation Committee at the Community Centre, a badminton club which meets at the Oo-Za-We-Kwun Recreation Centre, a weight training room, a winter carnival, volleyball at the Recreation Centre, Bingo every Friday, a meeting for everyone interested in the community, and a mixed bowling league. The Baptist church services in Wheatland were advertised. From other information provided by the Recreation Director (37, iii), the existence of a Totland playground for children and a swimming pool can be added to the above list.

There is clearly a wide range of recreational and community opportunities at the Centre itself. Rivers, four miles from Oo-Za-We-Kwun, and Brandon, at a distance of thirty miles, provide other facilities. There is no mention of cafeterias, bars and restaurants right at Oo-Za-We-Kwun. There is some indication of resident involvement with control of the recreational facilities. There is a Leisure Recreation Committee with neighbourhood representation. No information was provided on scope and degree of control by residents.

Constraints are placed on the extent of resident control of facilities by the fact that Oo-Za-We-Kwun is the property of the Crown, and under lease from DIAND to the Oo-Za-We-Kwun Corporation (22, 2). The normal forms of municipal control, which come under provincial jurisdiction, are not possible at Oo-Za-We-Kwun (14, 39).

Description of the Continuing Education Courses. The Continuing Education program was organizationally given the status of department in 1975. The Centre has buildings (conference rooms, dining, motel-type accommodation) for the use of continuing education; programs include both courses and conferences concerned with Indian-related topics. No statistics on numbers of conferences held were provided.

A document prepared by the Continuing Education Department in mid-1977 (42a), entitled Management Training Courses, indicates that the following courses are presently being offered (note: the document is titled "management training courses." Statements inside read: "the Department offers the following courses." It is not clear if these courses are all they offer, or all the management courses offered.) The descriptions are copied verbatim from the document.

The Basic Management Training Course: A 23-week course designed specifically for Indian people wishing to become involved in management activities. Graduates are employed by Bands, government agencies, and private business.

Training for Chairmen of Band Economic Development Committees: A 12 week course comprised of 5 training modules, designed to enable BEDC chairmen to develop the skills and techniques necessary to develop and implement economic development activities on behalf of the Band Council and its electorate. The course is presented

in 2 and 3 week training modules to ensure that participants are able to practice skills before proceeding to the next training module.

Band Staff Training: A 10 week course comprised of 5 2-week training modules designed to assist Band staff to improve their clerical skills. The training modules are scheduled in such a manner as to ensure that participants have an opportunity to practice skills designed in training sessions before proceeding.

Band Manager Training: A 2 year training program comprised of 12 2-week training modules designed to assist working Band Managers improve their management skills and techniques. Development work with Brandon University and the Department of Indian Affairs is being carried out on a continuous basis.

Life Skills Coach Training: A 24 week course designed to enable employment facilitators, community development workers, and social agency employees to develop the skills and techniques necessary to effectively manage human resource development activities. Courses are scheduled on a contract basis, that is, they can be arranged to suit the time availability of participants, once an adequate number has been assured. Housing is available for the live-in sections of the course. Further detail on course content is provided in the document.

Additional courses offered by the Department include:

Basic Job Readiness Training: Designed to upgrade academic skills to the Grade X level, as well as provide Life Skills instruction. We have a report of a BJRT course taught to women in May 1975 (23, 25).

Custodial Training: To train school janitors (23, 26).

Band Economic Development Training (23, 24) and Band Economic Development Facilitators Training (23, 29): These are listed as separate courses, neither seems to be the exact equivalent of the Training for Chairmen of Band Economic Development Committees in the previous list above. Of the three courses, the latter (the one apparently actually being presented) is targeted for chairmen of Band Economic Development Committees. Of the two mentioned in the 1977 general report, one (Band Economic Development Training) is targetted at "Indian people" generally; the other (Band Economic Development Facilitators Training) is targetted at facilitators (no definition or description of a facilitator provided).

Local Government Training: A two-week course to increase Chief's and Councillor's expertise in administration (23, 30).

A further list mentions a series of programs which are either "under study" or "that Continuing Education could develop and deliver." These include health education training, welfare administration, bookkeeping, decision-making and problem solving, among others (23, 36). A proposal dated May 2, 1977 requests funding from Canada

Manpower for the resources to develop and test an improved course for life skills coaches (38); and a proposal, undated but estimated mid-1977, to DIAND to assume partial responsibility for funding of a number of management courses (42). DIAND is asked to commit to the purchase of places for students on a pre-determined, pre-budgetted basis, which would allow Oo-Za-We-Kwun to plan better courses. At present Oo-Za-We-Kwun teaches a course only as the participant support is available and adequate. There is no indication if either of these proposals received support.

Observations. Documents available do not, clearly, provide clear indication of number and frequency of courses held through the Continuing Education Department. Discrepancies between reports from different documents likely result from differences in time frame selected and in intentional use of the document; all of these courses have been taught at one time or another. If a complete description of Continuing Education offerings is desired, it will have to be retrieved from Oo-Za-We-Kwun staff.

Objectives of the Program Components. Program components are again listed in the same order as in the preceeding questions. The bulk of the material below is repeated from previous questions on objectives and rationale. The phrasing may be somewhat different from the previous, since the objectives listed below are for the program component. The objectives listed previously were for the Centre and for the participants.

The 1977 Annual Report writes that the entire Oo-Za-We-Kwun Centre was founded "to provide training opportunities for people of native ancestry." (47, 2). This overriding objective is subdivided as indicated on the following page.

Observations. The Family Life program is designed, essentially, to give participants appropriate structures of thinking so that they will be able to learn to adapt to a changing environment (wherever that may be); and to give them some exposure to the groupings and organizations, the rules and regulations, characteristic of modern town life. The Continuing Education program is designed to provide specialized instruction of varying kinds. All the needs of courses are linked by the characteristic of dealing with or for Indian peoples in some fashion.

The Role Played by Industries at Oo-Za-We-Kwun. There are four industries presently located at the Oo-Za-We-Kwun Centre: Sekine Canada Ltd., which assembles bicycles; Edson Industries Ltd., which manufactures camper-trailers; Arnold Manufacturing Ltd., which manufactures fibre, wood and glass products; and Timbr-Fab Ltd., which makes wooden products (22, 5). According to a paper prepared by the Oo-Za-We-Kwun Centre (21), and summarized in the 1977 Annual Report (47, 10-12), the industries employ 454 persons. The retail value of products produced was \$14,000,000 in 1977 and has been \$47,000,000 since inception in 1971 (21, 1).



Program Component	Objectives for the Program Component
A. Family Life Program	<p>i. To provide native peoples with the basic coping skills required to live beyond a subsistence level within contemporary economic and social patterns (47, 3); to facilitate effective interaction into the employment markets and social structure of the country (29, 8).</p> <p>ii. To assist interested learners in becoming more confident, more effective in interpersonal relationships and interpersonal communication, more effective at spotting and solving day-to-day difficulties and problems, more independent and self-reliant, more participatory in the community and generally more adaptive to a changing environment (social or physical) be that a rural or an urban environment (23, 15).</p>
Life Skills Lab Training	<p>i. To provide a basis for greater options on the part of the trainee in terms of expanding his academic or vocational aspirations (29, 9).</p> <p>ii. Pragmatically, to attain competence in those areas designated as target areas for the Life Skills course (see previous question on program content).</p>
On-The-Job Work Training	<p>i. To develop employment skills necessary to compete in the national employment market (29, 10).</p> <p>: employment skills are defined as the social "skills required to acquire and maintain any job." (23, 17) e.g., being on time, understanding the relationship between amount of time at work and productivity and promotion, etc.</p> <p>ii. To provide a real income for the family, to finance the community classroom component (23, 17).</p>
Community Classroom Training	<p>i. To develop an appreciation for the voluntary nature of many of the activities of our society (29, 9).</p> <p>ii. To develop commitment to those activities of a municipal nature that govern the lives of all people in an urban society (29, 9).</p>
1. Counsellor/Facilitator	<p>i. To assist the family in developing the skills necessary to each phase of the process (23, 11).</p> <p>ii. To assist the family to rate itself and to seek and to relate to the appropriate specialized functions and services (23, 11).</p>
2. Social Support Services	<p>We cannot provide a statement of objectives here, since we do not have even a complete description of activities for this component (see previous question).</p> <p>: The only statement of objectives available was that of the Home Visitor in 1975:</p> <p>i. To motivate and encourage adults to participate in learning experiences. To assist in the adjustment to an urban setting (35, 23).</p>
3. Recreational and Community Involvement Opportunities	<p>i. To provide the facilities for attainment of the objectives listed under "Community Classroom Training" above.</p> <p>ii. Pragmatically, for their own sakes, i.e., skating rinks are for skating on, swimming pools are for swimming in, etc.</p>

Program Component	Objectives for the Program Component
B. Continuing Education Program	<p>Each course within the Continuing Education network will have its own particular objective, with respect to both content and to target population (see previous question for activities of this program component).</p> <p>The generalized objectives are:</p> <ul style="list-style-type: none"><li>i. To implement training courses which increase the employment potential of Native people;</li><li>ii. To provide training support facilities and services to government agencies, organizations, and private groups engaged in training activities (47, 5).</li></ul>

Industry was initially sought for the Oo-Za-We-Kwun Centre in order to provide participant trainees with a wage and with an opportunity to become accustomed to working in such settings. Most trainees apparently do go to work for one of the industries; for the first six months of employment, 75% of the trainees' salary is subsidized by the Centre (22, 5). No explanation for the decision to provide subsidy is provided in the documents.

There are very few references in the documents to the industries, to their relations with the Centre, to working relations, etc. Haig mentions that, whereas counsellors were initially expected to exercise discipline regarding job absenteeism, this has since become the function of industry (11, 10). An appendix to that report asserts that some trainees may have required a "slightly different training-on-the-job program" than the one received, the lack of which may have led to termination (11, Appendix). No further comment is provided. Dunning, who interviewed industrial personnel notes that the incentives which drew industry to Oo-Za-We-Kwun were the availability of space and of labour. He notes also that present Indian leaders and labour play an essentially passive role with respect to industry organization and management (14, 54-55). The Life Skills and Community Classroom program designs make no mention of activity/programming in combination with industry.

Observations. The impression that one draws from reading the documents is that industrial life remains separate and apart from program life, but this is impression and not documented opinion.

The Role of the Board of Directors in the Development of the Centre and Its Policy. No references to policy development by the Board of Directors was provided in the documents forwarded for review.

The by-laws of the Corporation are included as attachment to the Letters Patent 1971. The number of members and Directors (i.e., of the Oo-Za-We-Kwun Centre Incorporated) is declared, by by-law, to be nine: one member is the Minister of Indian Affairs and Northern Development, or his designate; one member is the President of

the Manitoba Indian Brotherhood, Inc., or his designate; and the remaining seven members can be selected in one of two ways. Either all seven are joint appointments of the first two members, or one is a joint appointment with three others appointed solely by each (5, 15).

It is specified that there shall be at least two meetings per month for the first twelve-month period after incorporation and one meeting per month thereafter (5, 6). The 1977/78 budget (16, Appendix B) allows for eight meetings in the year to come. Directors are remunerated at the rate of \$100/meeting. Employees of the Centre, or lawyers, etc., who have been retained by the Centre, are permitted to sit on the Board and to draw remuneration in that capacity. Directors may freely contract with the Corporation, but such interest must be declared as required by the Companies Act of the Province of Manitoba. The Board must elect a president and may elect a chairman; the president "shall exercise general control of and supervision over the affairs of the corporation," responsibilities which explicitly include staffing appointment and remuneration of staff (5, 10-11).

Neither Dunning nor Haig provide any discussion of the Board of Directors or its role in policy formulation. Dunning does refer, more than once, to what he regards as lack of policy (14, 30-32, 34-49). To quote his harshest expression of opinion on this aspect: "The Centre has no figures on development, no knowledge of, and no policy about anything beyond a five-week Life Skills package." (14, 49).

If detailed and comprehensive information on the role of the Board is required, minutes of the Board and correspondence between the Board and its allied interest groups should be studied. These documents are not available to the researcher at the time of writing this report.

The Nature of Structural Relationships Between DIAND and the Oo-Za-We-Kwun Corporation. The Price Report, 1971, recommends that a corporate structure be created for Oo-Za-We-Kwun, i.e., rather than direct government control, in order to facilitate attainment of three administrative goals: consistent landlord-tenant relationship with industry; maximum utilization of staff facilities; and flexible response to change in program orientation (29, 60). In line with the recommendations, the corporation was established, and agreements with the funding sources, Department of Indian and Northern Affairs, were drawn up.

We are not in receipt of a copy of the initial agreement regarding relations between DIAND and the Oo-Za-We-Kwun Corporation. A second agreement entitled a Lease and dated 11th of March 1974, explicitly supercedes a previous agreement dated 16th of September, 1971 (8, 7). We have not been able to examine the 1971 agreement. We do have copies of an early proposal to the Treasury Board (April 1971) for project funding for 1971/72 (1b); approval of this proposal (1a); and agreement to transfer the forces

base at Rivers from the Department of National Defense to DIAND in return for \$500,000 (4); and a separate agreement for the purchase of furnishings and services in the "commercial" services on the base (3).

The 1974 Lease is an agreement between Her Majesty, represented by the Minister of Indian and Northern Affairs, and the Oo-Za-We-Kwun Centre Incorporated. The agreement incorporates earlier statements of intention to develop a training centre for peoples of native ancestry. The Centre is obliged to serve this, and only this, function; the Department agrees to put up the money. The Corporation must keep the property in good repair; must submit budgets for each fiscal year before September 1 of the year preceding; must submit revised budgets after six months operation of each year if the Minister requires; and must provide a full annual report before June 1 of every year during which the Centre operates. In return, the Minister will approve budgets (he may request amendment at his discretion) and will then authorize quarterly advances to the Corporation. The Corporation may sublease, if desirable, on the approval of the Minister. Upon expiry or cancellation of the lease, all property acquired by the Corporation reverts to the Crown. The term of the lease was ten years from signature (i.e., till 1984) with three optional extensions of five years each. Financial audits are required, and the Minister may inspect at any time to ensure that property is being maintained, but program audits and controls are not considered.

The Lease does not specify what types of expenses will be covered by government other than funds "... to enable (the Corporation) to establish and operate the Training Centre subject to and in accordance with the terms of this Lease:" (8, 2). Inspection of budget and financial statements indicate that the bulk of the funds go to maintenance, salary and other direct costs associated with the program. Some monies do go directly to trainee participants. Housing and relocation costs are paid, industry salaries are subsidized, and training start-up allowance is paid to new participants. (16).

There are references in the documents concerning the payment of tuition costs and living allowance to students in the Continuing Education courses of the Oo-Za-We-Kwun program. For many participants, it would appear that costs have been borne by Indian Affairs, but they show through budgets other than the Oo-Za-We-Kwun funds. An updated proposal (estimated mid-1977) to Indian Affairs proposes that Indian Affairs contract to buy a specified number of seats for courses over the next two fiscal years (42). The intention is to secure course funding to allow better planning for course implementation.

Observations. The documents indicate two types of relationship between the Oo-Za-We-Kwun Centre and Indian Affairs: Central, ministerial approval of budgets submitted on an annual basis; and funding of individual students who become students in the Continuing Education courses. To date, funding decisions have been made on a case-by case basis. Funding of students is separate from ministerial support of the Oo-Za-We-Kwun program.

Indian Affairs also has influence over the appointment of from five to eight of the nine members of the Board of Directors.

#### Operation

Recruitment of Potential Trainees. The Haig Report (1975) mentions an invitation to all the Chiefs of Bands in Manitoba to visit the Centre at Centre expense. At that time, a trainee interviewing and selection team had been developed and a film on the Centre was to be released shortly (11, 8). The report of the Social Programs Department, 1975, mentions that radio, newspaper and organizational public relations had been carried out, but that the public relations position was then unfilled (35, 13). A public relations package, including the film, a slide presentation, still pictures and a brief Life Skills lab demonstration, had been developed. Presentation of the package was combined with informal discussions with Reserve leaders and staff during a fairly large number of visits to reserves (35, 16). A more recent memo from the Recreation Director (1976) refers to visits to six reserves (37).

It is not clear from the documents whether the Centre continues to make visits to reserves. We do have a brochure designed to advertise the program (28), but it is undated, and no information of methods of distribution was provided.

There is a brief mention in the Dunning Report that the Centre had been recruiting in Saskatchewan and Ontario, in order to find sufficient recruits (14, 52).

Procedures used to Screen and Select New Families. The recent Oo-Za-We-Kwun material (1977) states that the coach has final decision as to whether or not a given family will be selected; it is he who does the final screening interview (23, 12). Two sources give written sets of criteria. The application form for entry to the program specifies the following criteria (27): treaty or registered status; couple has completed at least Grade 6; couple is married or common-law; couple has been together for at least six months; any single parents are separated for at least six months; children should come too; family healthy; pregnant wives should wait till baby born; both parents should speak and write English; no fines owing; and no severe problems, such as heavy debt or alcohol. The BCL Goals lists the following criteria for entering the Life Skills lab (40, 3): communication skills, i.e., read and write English; relating skills, i.e., keep appointment, reply with something more than monosyllables; and commitment, i.e., applicant must be informed of what BCL goals are, and agree to work towards them.

The coaches' edition of the BCL goals book indicates that candidates can be disqualified for not satisfying the characteristics listed on the application form. There was no source among reviewed documents which gives a description of the practice of trainee selection. There is no evidence of attempts to validate selection criteria.

Dunning (April 1977) is critical of selection procedure on the grounds that the criteria from the application form are inadequate to assess suitability for the program: "These criteria, physical, financial and legal, have nothing to do with suitability, aptitude, experience, interest or aspirations." (14, 28). Dunning confirms that the coach is responsible for the selection decision, while mentioning that historically there was a selection committee (14, 29).

Program Evaluation Procedures Used at the Centre. The Price Report 1971 had a four-page section on the need for an active evaluation component. "Unmeasured experimentation can lead to undesirable effects and perhaps disastrous effects, on the population of the Centre and can also lead to waste of effort and greatly needed funds." (29, 72). It was suggested that one full-time evaluation position was required. Although the revised 1976/77 budget shows a one-quarter position for program evaluator, the 1977/78 budget had removed the position altogether (16, Appendix C).

The next reference to evaluation is in an appendix to the Haig Report, written in early 1975. The staff report on trainees who have left the Centre states that, for the first two years of the program, "we have never had the luxury of a free staff member who could take on the task of follow-up." (11). The staff did whatever follow-up they could with the limited means open to them. However, a follow-up evaluator had been hired and was to arrive in March 1975.

Next, the 1975 Social Programs Report mentions: "We have discovered that to have a formal evaluation program is a luxury we cannot afford." (35, 15). It proceeds to mention the types of "informal" evaluation which go on. In 1977, two papers evaluate the effectiveness of Life Skills courses (39) (41). Extensive psychological testing and statistical analysis are included. The author is a Mr. Darou, who is acknowledged as being on the staff of the Oo-Za-We-Kwun Centre.

Observations. There is no evidence of formalized longitudinal in-house evaluation procedures. There may have been some spot applications of research expertise through the years. It should be noted that the Centre has been subjected to external evaluative procedures three times in the past three years.

Efforts Made to Solicit Other Sources of Financial Support. The following attempts to solicit other sources of funds have been documented: to the Training Improvement Projects fund of Canada Manpower, to assist in development of the Life Skills Coach Training Program (May 1977) (38); to DIAND to fund seats in Continuing Education Management Courses (1977) (42) (See also 17); proposal that the Oo-Za-We-Kwun Centre implement a course for Community Economic Development Worker Training in conjunction with the Department of Northern Affairs, Province of Manitoba. (32).

Logically, there would be other sources of funding, for example, the Manitoban provincial department responsible for labour or native organizations. However, the above three instances are the only relevant ones listed in the documents available for review.



Income and Expenditure Patterns between 1971-1978. We are in receipt of the following relevant documents: financial statements for the seven months ended 31st March 1972, this was the initial start-up phase of the Centre (7); a summary prepared by the Centre of revenue and expenditures for the years from 1971/72 to 1976/77 (1a); financial statements for the year 1976/77 (15); and the budget for the year 1977/78, with revised 1976/77-budget figures for comparison (16).

Inspection of Table 1 indicates that: total expenditures have doubled between 1973/74 and 1977/78. The former figure is close to \$1.7 million, the latter is close to \$3.5 million; while the absolute amount of government contribution has gradually increased, its relative contribution to total income has in fact decreased somewhat, from about 86% to 71%. Conversely, the relative contribution from the Adult Education component has increased somewhat, from 2% to 13% and the contributions from rentals have also increased, from 4% to 15%. Total government contributions to the end of 1976/77 was \$8,718,433. The start-up contribution in 1971 was close to \$450,000; average contribution per fiscal year since then, i.e. to end 1976/77, is close to \$1,650,000. Contributions were above the \$2 million figure by 1976/77, and were to reach the \$2.5 million mark by 1977/78. Detailed breakdown of expenditures for all fiscal years are not available at the time of writing this report. While the large expenditure categories have remained constant from year to year, specific items may have been shuffled to produce non-comparability of figures. It would seem reasonable that Security, Site Services and the Brooke School Deficit have likely carried the same items from one year to the next. Variance in the distribution of monies among Administration, Social Programs and Training Department suggest the likelihood that items have been moved within and between these three categories.

Given the above cautions, it can be observed that the largest portion of each year's expenditures goes to Site Services, 40%+ of the entire budget is spent each year on maintaining and servicing the buildings and grounds. In 1977/78, close to \$1.5 million is budgeted for Site Services out of a total budget of \$3.5 million. Roughly 5% each year has gone to Security, a minimal amount for subsidy of the Brooke School (\$22,157.39) and the remaining 50% comprises salary and direct program costs.

Further analysis of expenditures for the 1976/77 and 1977/78 years can be provided. This commentary is based partly on that provided in documents 15 and 16. Only a portion, therefore, of the raw data is provided for the reader.

Expenditures: Administration	
1976/77 revised budget:	\$547,897.
1976/77 actual:	\$532,767.
1977/78 budget:	\$572,511.

Table 1: Statement of Income and Expenditures<sup>1</sup>

Income	ACTUAL												BUDGETED	
	1971/72 (Sept.-Mar.)		1972/73 (Apr.-Mar.)		1973/74 (Apr.-Mar.)		1974/75 (Apr.-Mar.)		1975/76 (Apr.-Mar.)		1976/77 (Apr.-Mar.)		1977/78 (Apr.-Mar.)	
		%		%		%		%		%		%		%
Government Contribution	449,042	86.1	1,181,391		1,433,000	84.5	1,508,000	79.3	2,000,000	79.0	2,147,000	73.4	2,479,352	70.9
Industrial Rental	--		1,078		31,503	1.9	61,192	3.2	66,944	2.6	85,879	2.9	91,733	2.6
Industrial Heating	--		--		15,236	0.9	30,737	1.6	32,813	1.3	55,488	1.9	62,072	1.7
Commercial Rental	--		381		--		--		8,711	0.3	4,167	0.1	1,596	0.05
Residential Rental	22,568	4.3	67,887		156,603	9.2	189,491	10.0	252,756	10.0	315,268	10.8	359,280	10.2
Adult Education	--		32,322		40,591	2.4	93,994	4.9	144,435	5.7	266,427	9.1	469,000	13.4
Miscellaneous			16,374		18,347	1.1	18,936	1.0	26,033	1.1	52,271	1.8	25,000	0.7
Service <sup>2</sup> and Labour	50,017	9.6	--		--		--		--		--		--	
Recreation <sup>2</sup> Facilities	--		--		--		--		--		--		5,000	0.1
TOTAL	521,627	100.0			1,695,200	100.0	1,902,350	100.0	2,531,752	100.0	2,926,500	100.0	3,493,033	100.0
Expenditures	**		**											
Administration	**		**		532,114	37.7	681,511	34.9	473,475	19.0	532,767	17.8	572,511	16.3
Social Programs	**		**		233,181	13.9	385,138	19.7	584,641	23.5	627,901	21.0	815,805	23.3
Training Department	**		**		80,426	4.8	--		167,314	6.7	382,916	12.8	481,604	13.8
Security	**		**		85,735	5.1	105,680	5.4	124,335	5.0	131,611	4.4	148,538	4.2
Site Services	**		**		748,502	44.6	781,002	40.0	1,103,009	44.3	1,290,612	43.2	1,444,575	41.3
Brooke School Deficit	**		**		--		--		35,703	1.4	22,157	0.7	30,000	0.9
TOTAL	601,974		1,177,047		1,679,961	100.0	1,953,331	100.0	2,488,477	100.0	2,987,964	100.0	3,493,033	100.0

<sup>1</sup>The figures for the years 1971/72 to 1976/77 were provided by the Oo-Za-We-Kwun Centre, on a hand-written xeroxed sheet (1a). We have not validated them through an independent source. The 1977/78 budget figures were retrieved from a copy of the full annual (non-revised) budget for that year (16).

<sup>2</sup>These two Income categories do not appear in the statements across all years.

\*\* No figures provided.



Administration includes salaries of central administrative personnel and support staff (approximately \$250,000), fees for the Board of Directors (\$6,400), professional fees (including \$15,000 in 1977/78 for "industrial development") plus some direct payments to trainees. These are in the nature of job subsidies (\$157,000 for 1977/78) and furniture allowance (\$35,000 for 1977/78).

In 1976/77, the Centre was \$35,000 under-spent in the job subsidy item, and \$9,000 over-spent for professional fees, industrial development. Furniture allowance was also under-spent by close to \$8,000. Compared to the 1976/77 budget, the projected 1977/78 budget is down in the industrial development item, remains substantially the same for subsidies, and is increased substantially for furniture allowance. If we assume that minimum wage has gone up in the past two years, and the rate of subsidy to industry has remained the same, it would appear that the Centre received substantially fewer trainees in 1976/77 than anticipated, and that it planned in 1977/78 for a number between the 1976/77 anticipated and actual.

The amount for the Board of Directors was calculated on the basis of eight directors times eight meeting/year times \$100/meeting. The by-laws of the Oo-Za-We-Kwun Centre Incorporated specify a Board with nine members. According to notes accompanying the 1977/78 budget, one of the members of the Board was deceased in April 1976 (16, App. A). His position had not been filled as of time of budget preparation; there was apparently no intention to fill that position during the 1977/78 fiscal year.

Expenditures: Social Programs

1976/77 revised budget: \$786,335.

1976/77 actual: \$627,901.

1977/78 budget: \$815,805.

a. Regular Social Programs (other than Recreation):

1976/77 revised budget: \$700,117.

1976/77 actual: \$545,909.

1977/78 budget: \$719,755.

The two largest items under Regular Social Programs are salaries (approximately \$400,000) and social allowances - family life program (the start-up training allowance paid to new trainees, plus a contingency fund for trainees who prove unsuitable to industry.) The latter was budgeted at \$180,000 in 1976/77; only \$130,000 was actually expended, and the projected figure for 1977/78 was \$160,000. Similarly, salaries in 1976/77 were under-spent by \$70,000. The pattern of a smaller-than-expected trainee population in 1976/77, and reduced expectations for 1977/78 is again evident. (Salaries, however, have been raised overall; some increase was built-in in addition to an increase in numbers of staff by two positions.)

The staff positions include: social programs coordinator and assistant; two program and staff development officers; one head of staff and program development; one head coach and ten coaches; one head interviewer and two interviewers; one home economist; one home visitor; one information service officer; one alcohol counsellor; one day care operator and one helper; and secretarial/clerical staff.

The positions of program evaluator (one-quarter-time in 1976/77), cross cultural communicator (one-quarter-time) and career counsellor (one-third-time) were removed from the 1977/78 budget.

b. Recreation:

1976/77 revised budget: \$86,218.

1976/77 actual: \$81,992.

1977/78 budget: \$96,050.

The recreation budget goes primarily to salary with some allowance for supplies and capital expense. There is a recreation director and an assistant (the latter was a new position in 1977/78).

Expenditures: Training

1976/77 revised budget: \$366,780.

1976/77 actual: \$382,916.

1977/78 budget: \$481,604.

Note: The Oo-Za-We-Kwun material frequently refers to a "Department of Continuing Education." There is no mention in the documents of this department as a budget classification. The Training Department, by the list of staff involved, clearly provides adult education management courses, and staffs the lodge and dining facilities. Perhaps it is the "Department of Continuing Education" under another name.

The largest single item under Training is salary (\$200,000), with food costs (\$50,000), capital additions (\$30,000) and housekeeping supplies (\$15,000) providing the bulk of the remainder. A "Training allowance-special programs" item is listed, which is reserved for native students enrolled in the Small Business Management and Life Skills Coach Training Courses. Only \$4,000 of a \$25,000 projection was spent on training allowances in 1976/77. However, the overall training budget was over-spent in 1976/77, due primarily to under-budgeting of food and salary costs.

Staff projected for the Training department for 1977/78 are organized differently from those of 1976/77, and are increased in number from 17.5 to 24. They are comprised of: training coordinator and assistant; management developer, trainer; two management instructors; one management coach; one Life Skills coach; one adult education instructor; food/lodging manager; secretarial/clerical; cleaning/house-keeping/cooking.

Expenditures: Security

1976/77 revised budget: \$136,238.

1976/77 actual: \$131,611.

1977/78 budget: \$148,538.

Security covers salaries and supports for firefighters and constables. There are eight permanent constable/firefighters with 860 budgeted hours of summer relief help.

Expenditures: Site Services

1976/77 revised budget: \$1,221,814.

1976/77 actual: \$1,290,612.

1977/78 budget: \$1,444,575.

Site Services was slightly under-budgeted in 1976/77, and the bulk of the unexpected expenditure was in heating costs. The largest single item under Site Services is heating, at an annual cost of more than \$500,000. Management expense for Site Services is only about \$60,000. with the rest of the budget spread over labour and materials. All of the industrial buildings, the residential buildings, the Centre buildings and the grounds and roads are maintained. Approximately \$100,000. worth of new construction was undertaken in both of 1976/77 and 1977/78.

Expenditures: Brooke School Deficit.

1976/77 revised budget: \$40,000.

1976/77 actual: \$22,157.

1977/78 budget: \$30,000.

It has been anticipated, at the time of writing of the Price Report, that the Brooke School would require continued subsidy (29, 24-29). Subsidy is required as a result of the situation of a provincial school system serving Indian children who reside on federal property. The deficit is calculated on the basis of costs incurred by the school over and above the amount reimbursed by the Province through its Foundation Grant Program. (16).

Summary of Observations and Conclusions Based on Document Reviews.

This section will list the study questions with a brief summary under each question. Before proceeding with this summary we will present a brief outline of our observations resulting from the document reviews:

Observations

1. Since 1975, there have been two different official evaluations of the Oo-Za-We-Kwun Centre. The two have come to markedly different types of conclusions. One study gave tacit approval to the administration to carry on, the other study recommended immediate radical changes in the entire operation.

2. The documents from the Oo-Za-We-Kwun Centre itself contain internal contradictions. In particular, the discussion of the Life Skills courses are not consistent from one document to the next.

3. The documents from the Oo-Za-We-Kwun Centre tend to contain a close blend of "what might or should happen" and "what did happen." There are instances where the promises can sound, on a casual reading, like certainties. For example, the Price Report contains a full and lengthy section on the strong need for on-going program evaluation; other evidence and the budgets would indicate that this component has not been realized. For another example, the documents' description of Oo-Za-We-Kwun all describe a program of approximately two years. The few statistics which are available indicate a retention rate which is far less than two years. The reader who does not look for the evidence behind the statements can easily be lead to wrong conclusions.

4. The set of documents reviewed is incomplete in terms of its ability to provide a full description of the Centre. Either the total pool of available documents is incomplete, or the research team was not provided a complete selection. In either case, the documents were not sufficient to provide complete answers to many of the questions.

5. There is an almost complete absence of data which would provide evidence concerning either the effectiveness of the program, or its actual methods of operation. The two official investigations gathered no "hard" data. The documents did not provide the research team with any on-going program statistics. The two evaluative studies of the Life Skills courses are short-term investigations; the connection of their outcome measures to the broader social questions which are the concern of Oo-Za-We-Kwun is tenuous.

#### Summary of the Findings

Issue Areas	Summary of the Findings
<u>Rationale:</u> 1. The identification of Indian Needs	1. No evidence as to how needs were determined. 2. Basic needs are: a. lack of training and saleable employment skills; b. inability to relate to an urban environment.
2. Needs addressed by the Oo-Za-We-Kwun program.	The program is intended to address: 1. Basic need objective: to learn to relate to an urban environment. 2. Learning needs: a. to self-pace and self-direct learning program; b. to learn in an environment which resembles the intended "real" one. 3. Through the Continuing Education Department, a need for management expertise.

Issue Areas	Summary of Findings
3. Examples of Programs similar to Oo-Za-We-Kwun programs.	1. Partial overlap in provision of "trainee" training courses with CENTRAD, Prince Albert, Saskatchewan. 2. Possible overlap with Manpower Corps Training Plant at Selkirk, Manitoba.
4. The stated goals of the Oo-Za-We-Kwun program at its inception.	1. From the Letters Patent: a. To establish, superintend and administer a living training, life skill development and educational centre for Indians. b. To safeguard, promote and perpetuate the associations, identity and traditions of Indians. c. To further the interests and general welfare of the Indian people generally. d. To assist persons of Indian ancestry in such manner as may be determined from time to time. e. To do all such other things as are incidental or conducive to the attainment of the above objectives. 2. From the Price Report, the principle objective was "to establish a basis of life skills development."
5. Scope of the client constituency.	1. From the Letters Patent, "... Indian people generally." 2. From the Price Report, "... Indian families in a process of transition from rural isolation to an urban employment environment."
6. Current program goals.	1. For the overall program, no apparent change from original goals. 2. For the Continuing Education Program: a. to provide courses to increase employment potential of natives. b. to provide training support to government, agencies and private organizations who are themselves involved with training.
<u>Design:</u> 1. The rationale for determining the Oo-Za-We-Kwun program components.	1. Life Skills: life skills are necessary to make reasonable choices. 2. Living in: dislocated families cause training programs to fail. 3. On-site industry: trainees need money and "real" work exposure. 4. Counsellor: families need help in rating their skills, and in relating to resources. 5. Continuing education: Government is turning over autonomy to native peoples, few natives know how to manage well.
2. Programs and Services offered by the Centre.	An overview: 1. Family Life Program a. Life Skills b. On-the-job training c. Community Classroom i. Counsellor ii. Social Support Services iii. Recreation and Community Facilities

Issue Areas	Summary of Findings
<u>Design (continued)</u>	2. Continuing Education a. Courses b. Conferences, Workshops, etc.
3. Description of the Family Life Program.	1. Family Life Program: a. Life Skills: five-weeks of laboratory exercises in living skills; husband and wife attend. b. On-the-job: husband (usually) does factory work for an industry. c. Community Classroom: i. Counsellor: coaches the Life Skills, keeps in touch. ii. Social Support Services: Home economist, home visitor, alcohol counsellor, day care. iii. Recreation and Community facilities: sports, social gatherings.
4. Description of the Continuing Education Courses.	1. Continuing Education: a. courses: basic management; economic development; band staff; band managers; life skills coach. b. workshops, etc.: a variety.
5. Objectives of the program components.	1. Family Life Program: to provide modes of thinking to allow participants to cope with vocational/urban choice; to provide exposure to urban culture. a. Life Skills: to provide basis for more academic and vocational options. b. On-the-job: to develop employment skills, to provide an income. c. Community Classroom: to develop an appreciation for voluntary and municipal activity. i. Counsellor: to assist in skill development; to assist in relating to appropriate resource. ii. Social Support Services: objectives determined for each service. iii. Recreation and Community: to assist in attainment of overall objectives. 2. Continuing Education: to increase employment potential of natives through training courses; to support training activities of other agencies.
6. The role played by industries at Oo-Za-We-Kwun.	1. Provide employment. 2. No evidence of industry training programs.
7. The role of the Board of Directors in the development of the Centre and its policy.	No evidence of Board activity found in available documents.



Issue Areas	Summary of Findings
8. The nature of structural relationships between DIAND and the Oo-Za-We-Kwun corporation.	<p>1. Central ministerial control of budget; annual approval.</p> <p>2. Continuing Education students may be funded directly by DIAND outside of the Oo-Za-We-Kwun budget.</p> <p>3. DIAND control over membership of Board of Directors.</p>
<u>Operation:</u>	
1. Recruitment of Potential Trainees.	Undetermined: likely a travelling team with a public relations package of slides, etc.
2. Procedures used to screen and select new families.	Unclear: the coach is said to make the final selection. There are three "interviewer" positions on staff. Candidates are to be rejected on the basis of age (outside 20-45) range, inadequate education (less than Grade 6), unstable family relationships, pregnancy, ill health, inability to communicate in English, alcohol or legal problems, commitment to the program is to be obtained.
3. Program evaluation procedures used at the Centre.	No evidence of current program evaluation activities; occasional activity in the past; periodic external review.
4. Efforts made to solicit other sources of financial support.	Canada Manpower, Department of Northern Affairs of the Province of Manitoba and DIAND (alternate department) have been approached; no evidence of outcome of requests.
5. Income and expenditure patterns between 1971-1978.	<p>1. Income: Federal contribution has decreased from 86% to 71% of total. Rental revenue has increased from 4% to 15% of total. Adult Education has increased from 2% to 13% of total.</p> <p>2. Expenditures: Site Maintenance remains the highest expense at 40-45% of total. Security remains around 5% of total. The remaining 50% covers salary and direct program costs. Some breakdown of salary available for the past two years.</p>





APPENDIX A

List of Materials Received Re: Oo-Za-We-Kwun Project

1. Rivers Training Center - A Social Change Program for Indian People. The original proposal for the Center. There are two versions of it:
  - a. prepared by the Oo-Za-We-Kwun Centre, with approval information and attached summary of expenditures and income from 1971 to fiscal year 1976/77. Four pages. Approved May 7, 1971.
  - b. Treasury Board file 501/4-1, Treas. Bd. #704438, 3 pages, April 16, 1971.
2. Press Release. Canadian Forces Base at Rivers to be Used as Indian Training Center announced by the Hon. Jean Chretien. 3 pages. May 17, 1971.
3. Rivers Training Center - A Social Change Program for Indian People. A second proposal, requesting funds to purchase facilities in addition to the original. Treasury Board file 501/4-1, Treasury Board #706415, 3 pages, July 12, 1971.
4. Receipt of initial payment for Centre. 2 pages. September 14, 1971.
5. Letters Patent, of Oo-Za-We-Kwun Centre Incorporated. 1971.
6. Letter, from F. J. Foss to O. N. Zakreski on the subject of training allowance rates, two attachments. 7 pages. March 14, 1972.
7. Oo-Za-We-Kwun Centre Incorporated Financial Statements For the Seven Months Ended 31st March 1972. Meyers, Dickens, Norris, Penny & Co., 8 pages. July 31, 1972.
8. Lease, to lease the forces bases to Oo-Za-We-Kwun. 8 pages. March 11, 1974.
9. B.J.R.T. for Women: Oo-Za-We-Kwun Centre Inc. Description of job readiness training courses, no references. 10 pages. May 9, 1975 (est.) (2 copies).
10. Oo-Za-We-Kwun Centre Incorporated. Basic Management Training Course. Description of the Basic Management Training Course, 6 pages. June 24, 1975.
11. Interim Report of the Oo-Za-We-Kwun Review Committee. An evaluation of the Center, examination of viability of original objectives, etc. by Haig, Nelson and Rogers. (est.) 100+ pages (not numbered). August 11, 1975.
12. Inter-Office Memo, R. A. Sauer to Dave St. Amand, re: Recreation Director's Course. 4 pages, June 25, 1976.
13. Dr. P. R. Findlay and the Staff of the Centre. Oo-Za-We-Kwun Centre Incorporated. Canadian Vocational Journal, November 4, 1976: this is the same paper as the one appended to the Interim Report.
14. Oo-Za-We-Kwun Evaluation, Phase II, Volume I. R. W. Dunning, 58 pages. April 26, 1977.

15. Auditor's Report, for fiscal year ending March 31, 1977. Meyers, Norris, Penny and Company. 12 pages. May 6, 1977.
16. Oo-Za-We-Kwun Centre Incorporated Annual Budget. April 1, 1977 to March 31, 1978. Complete annotated budget. 54 pages. March, 1977.
17. Letter, with attachments. Bill Logan to J. Snowden concerning offerings in the Department of Continuing Education, esp. the basic management training course, 17 pages. June 22, 1977.
18. Letter, Brian Gilbertson to Alan Gratias, contains list of available data and questions relevant to evaluation, 2 pages. August 4, 1977.
19. Oo-Za-We-Kwun Centre Evaluation (Draft). Program Evaluation Division, Policy, Research and Evaluation Branch, DIAND. 6 pages. August 26, 1977.
20. Press Release, CENTRAD Corporation Announced Opening of its Indian-Inuit Training Development Center at Prince Albert, September 20, 1977. 2 pages.
21. Oo-Za-We-Kwun Center Incorporated Economic Impact. A report on economic contributions of Center, distributed by F. Price, 5 pages. October, 1977 (est.)
22. Oo-Za-We-Kwun Center Incorporated. A paper which describes the Center, outlines activities, and budget figures, no reference, 9 pages, 1977.
23. Oo-Za-We-Kwun Center 1977. Major paper on the center programs, the course content, etc. by Oo-Za-We-Kwun Center Incorporated, 39 pages, 1977.

#### Undated Material

24. Bird's Eye View of the Program. A description of the Oo-Za-We-Kwun program, no references, 9 pages, no date. (this document is appended to the 1975 Haig report).
25. How the Program Works. A description of activities at Oo-Za-We-Kwun, no references, 8 pages, no date.
26. Xeroxed copy of article. Manpower Corps Training Plant, Selkirk, no reference, no date.
27. Application for Life Skills Program at Oo-Za-We-Kwun Centre Inc. 10 pages, no date. (2 copies).
28. Brochure, advertising Oo-Za-We-Kwun. 4 pages, no date.

#### Additional Materials Received

29. Rivers Training Centre: A Social Change Program for Indian People. Prepared for the Department of Indian Affairs and Northern Development, in Association with: The Manitoba Indian Brotherhood, by Frank E. Price & Associates Ltd., undated, est. 1971.
30. OO-ZA-WE-KHUN: A Corporate Approach to Life Skills and Industrial Training for Indian Families in Manitoba, by Andre Renaud, paper obtainable through Oo-Za-We-Kwun Centre, undated, est. 1973.
31. Band Management Training Course Essentials. A proposal for a training program in band management, by J. W. Logan, Oo-Za-We-Kwun Centre Inc. November, 1974.

32. Community Economic Development Worker Training Course: Oo-Za-We-Kwun Centre Inc., Rivers, Manitoba. A proposal, no author.
33. Training for Band Government (A Proposal for a Series of Workshops on the Role and Functions of Band Councils), by J. W. Logan, Oo-Za-We-Kwun Centre Inc., July 23, 1975.
34. Management Development Project. A proposal. Oo-Za-We-Kwun Centre Ltd. by J. W. Logan, 1975.
35. Social Programs Report-1975 submitted to the Board of Directors (Oo-Za-We-Kwun Centre Inc.) by Dave Garrity. January 20, 1976.
36. Basic Management Training Course on Oo-Za-We-Kwun document compiled by J. W. Logan. Contains description, course outline and evaluative data on BMTC course held from October 1975 to March 1976. Date est. mid-1976.
  - a. the evaluation section from the above is presented as a separate report entitled An Evaluation: Basic Management Training Course: Oo-Za-We-Kwun Centre Inc. Rivers, Manitoba: October 20, 1975 to March 5, 1976.
37. Packet of materials presented by Mike Mercredi, the Recreation Director of Oo-Za-We-Kwun Centre, September 15, 1976, includes:
  - i. Proposal for Recreation in the Community of Oo-Za-We-Kwun and for the members of the Indian Bands of Manitoba.
  - ii. Memo re: proposed functions of the recreation department.
  - iii. Memo re: proposed objectives for a short training course for Recreation Leaders.
  - iv. Several statements of operational procedures for recreational facilities.
38. Training Improvement Project. A proposal for funding of a project entitled: "Development of a Life Skills Coach Training Program." submitted by Brian Gilbertson, Oo-Za-We-Kwun Centre to Canada Manpower, May 2, 1977.
39. Life Skills for Inmates. By Wes Darou of Oo-Za-We-Kwun Centre, Inc. A description and statistical evaluation of a Life Skills program run in Stony Mountain Penitentiary. May 9, 1977.
40. A packet of materials on the Life Skills course, from the Oo-Za-We-Kwun Centre. June 1977. Includes:
  - i. Life Skills Coach Job Evaluation.
  - ii. Handouts on a "Family Life Skills Program".
  - iii. BCL Goals Book: Coaching Edition.
  - iv. BCL Goals Book: Trainee Edition.
41. A Basic Communication Workshop for the Adult Basic Education at Keewatin Community College. A field test of the Life Skills Coach Training Module, "Basic Counselling I. Mutual Helping." by Wes Darou, July 22, 1977, the Oo-Za-We-Kwun Centre, Ltd.
42. The Proposal, a proposal from Oo-Za-We-Kwun to DIAND to assume partial responsibility for funding of Oo-Za-We-Kwun management-related courses, undated, est. mid-1977.
  - a. Above is accompanied by: Department of Continuing Education, Oo-Za-We-Kwun Centre, Inc., Management Training Courses, describes the program for: Basic Management Training Course; Training for Chairman of Band Economic Development Committees; Band Staff Training; Band Manager Training; Life Skills Coach Training. (2 copies).

43. A Study to Recommend Guidelines for Training Programs in Economic Development Projects in Remote Areas. by Robert Nixon, October, 1977.
44. Go-fer. A community newsletter. November 10, 1977.
45. Letter from Lawrence Whitehead, president of the Manitoba Indian Brotherhood, with attached recommendations, undated, est. late 1977.
46. Packet of materials from Bill Logan. Dated late 1977. Includes:
  - i. Hand-written notes on procedures for identifying needs of Indian people.
  - ii. List of graduates and participants of the BMTC course (1975 to 1978).
  - iii. Sample of Contract between Oo-Za-We-Kwun and an institution within which they will contract to deliver a training course.
  - iv. Evaluation form for Basic Management Course.
47. Oo-Za-We-Kwun Centre 1977 Annual Report. Oo-Za-We-Kwun Centre Inc.
48. Constitution and Guidelines for the Okodo Leisure Recreation Committee. No date.  
(This is a committee functioning within the Oo-Za-We-Kwun Centre).

NOTE: #18, 19 and 28 were not reviewed for the Document Review procedure.





Part II

AN ANALYSIS OF OO-ZA-WE-KWUN CENTRE FILES

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## Part II

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Part II  
AN ANALYSIS OF OO-ZA-WE-KWUN CENTRE FILES

Introduction

The purpose of the file analysis was to compile in summary form as much information as possible about the Centre, the trainees and the programs. Besides serving as an important source of base line data for other study tasks, the file analysis was designed to accomplish two specific study objectives.

The first objective was to create a demographic profile of the trainees before, during and after leaving Oo-Za-We-Kwun. The profile would describe in as much detail as possible the characteristics of the people who have been reached by the Centre's programs.

The second objective was to provide qualitative data on the trainees prior to intake, the operations of the Centre, the trainees' experiences in industry, and the impact of the Centre's programs. Any information relating to the strengths and weaknesses of the program for the target population was also collected.

Methodology

Data Sources

Data were drawn from four main sources for the file analysis:

1. The Social Programs cardex file on Life Skills trainees;
2. The Social Programs Life Skill files on each trainee;
3. Continuing Education files; and,
4. Personnel files from the four industries located at Oo-Za-We-Kwun.

The cardex file identified trainees' home communities, life skills coaches, length of stay at the Centre, reasons for leaving, and the number and ages of children. A typical Life Skills file contained the trainees' mailed-in application form; an interview follow-up to the application; letters of reference, counsellors' summaries of contact on arrival at the Centre and some counselling

sessions; Life Skills training evaluations; a counsellor fact sheet listing topics of visits; correspondence between the Centre and the trainee; a departure and furniture removal form; and a termination report.

The Continuing Education files were used to identify students' reasons for taking courses and their reactions afterwards. Files from the industries provided some data on the trainees' length of employment, the reasons for leaving, work history and an evaluation of their performance.

#### Sampling Plan

The large volume of information contained in Centre files precluded collecting all information available on every trainee. As a result it was decided that the information from the cardex file would be collected for the whole population of Life Skills trainees, then a sample would be drawn and followed through each of the other data sources. In essence this meant that most qualitative data would be gathered only for the sample population. There were a total of 485 Life Skills files. Twenty-three trainees were from Saskatchewan and 12 from Ontario. Since we were primarily concerned with Manitoba Indians, it was decided to eliminate out-of-province trainees from the study. This left a total population of 450.

Five Life Skills files were selected randomly and analyzed according to previously designed instruments. The length of time taken to analyze these files was used to determine the number of files which could be analyzed during the period allotted for the Life Skills file analysis. It was decided that 88 files out of the possible 450 could be analyzed during available time. A table of random numbers was then used to determine which files would be examined. The final result was a random sample of 20% of the Life Skills files from which generalizations could be made to the total population.

It was planned to analyze the files of the entire population of Continuing Education students, since the available files were not as large as those of Life Skills trainees.

#### Instruments

Since both qualitative and quantitative data were to be collected during the file analysis, simple instruments designed to capture both kinds of data were created by CIR staff prior to arrival at Oo-Za-We-Kwun for the analysis. The data from the Life Skills Total Population were quantitative, and were transferred directly from the cardex file onto computer coding sheets using a previously designed coding key. The Life Skills Random Sample data were both quantitative and qualitative. Quantitative data from the Trainee Files and Industry Files were coded for computer analysis. The qualitative data were collected on sheets divided into categories of information which allowed a running frequency count to be kept.

Continuing Education file data were computer coded. Additionally, a list of all students and their home communities was obtained from the Continuing Education division secretary. The manager of the Lodge provided further data on conference courses held at Oo-Za-We-Kwun. Characteristics of the Social Programs and Continuing Education staff were provided by the departmental secretaries. The data included age, sex, length of employment, education and training, previous work experience and work experience after leaving the Centre.

#### Data Collection Procedures

Using each of the computer coding keys, data from the files were coded numerically directly onto coding sheets which could then be keypunched. In this way, only the CIR researcher had access to the files and confidentiality was preserved.

The qualitative data was collected by examining each of the 88 sample files and noting the frequency with which a particular piece of information was mentioned. As an example, under the general category of "Life Skills Evaluation" there was a sub-heading of "Home Management." If it was recorded that a particular couple were skilled in this area, the researcher noted this in the appropriate place. Care was taken to note each such remark only once for each file. In this way the frequencies of the qualitative data would accurately reflect the proportion of times a particular piece of information was recorded in the 88 sample files.

#### Report Format

After analysis by computer and by hand, the findings were placed either in tables or on graphs. Since the study identified the rationale, design, operations and impact of Oo-Za-We-Kwun's programs as the main variables to be considered, the following section reports the findings as they related to each of these variables. In each section, a summary of the available data is discussed. It should be noted that in some instances the data are insufficient to support definitive conclusions. Nonetheless, such minority findings are reported in case they receive further support from data collected elsewhere in the study.

#### The Findings

Most of the data contained in the Life Skills files which related to the design of Oo-Za-We-Kwun's programs were relevant to only two questions: What is the role of the Life Skills coaches? and What other components should the program contain? This section will present the data related to each question, followed by conclusions related to each question.

## Design

Counsellor/Coach Roles. During the time trainees are at Oo-Za-We-Kwun, they meet on a regular basis with their Life Skills coaches. These meetings allow the trainees and coaches time to discuss experiences other than those discussed in Life Skills classes. The meetings are part of the on-going support provided to the trainees and their families as they adjust to the Centre. The Counsellor Fact Sheets from which the data in this section were drawn list the topics, dates, and initiator of each visit or phone call between coach and trainee.

Almost three-quarters (72.7%) of the 88 sample files contained Counsellor Fact Sheets. When scheduled visits were counted as "counsellor initiated," it was found that 84.7% of all visits or phone calls were counsellor initiated. Trainees initiated only 15.3%. The total number of visits and calls recorded was 1,349. The average number of calls per case was 15.3.

The information in Table 1 indicates that of the 1,865 topics discussed by coaches and trainee families, 27.9% referred to life skill components, 19.4% to administrative matters, 14.7% to trainee family problems, and 12% of the visits were of a social or general nature. The coaches also discussed employment (9.7%), counselling concerns (8.6%), and general information (4.8%) related to other agencies, other training opportunities, or Centre activities.

Observations. It is interesting to note that the coaches, themselves, initiate most contacts with the trainees. Further it would appear that the scheduled visits to trainee family homes provides a continuation and extension of the life skill lab. The visits emphasize on-going adaptation of the family to the "urban" situation and a response to crisis situations. Very little time appears to be devoted to extending the opportunities of families to additional training experiences. Further, the need to introduce a new counsellor (36 times to different families) and discuss termination arrangements (63 times) implies a high turnover of both staff and trainee families.

The coaches/counsellor role appears to include a life-skill instructional function, counselling role, information resource, a "friend" or social contact and facilitator of the trainee family's stay at Oo-Za-We-Kwun.

Reasons for Taking Life Skill Training. The data which seemed most relevant to components which might be included in the Centre's programs were provided by the trainees in their mailed in-application forms. Table 2 lists the reasons life-skill trainees of both sexes gave for applying to the program. Since many trainees gave more than one reason, the total number of reasons given is 125.

Table 1  
Topics Discussed by Coaches, During Visits  
to Trainee Families

Topic Categories	Frequency	% of Total Categories
General/Social visits	255	13.7
Counselling	162	8.6
Employment	184	9.9
Life-Skills Components:	522	28.0
a. Goal setting/problem-solving	127	
b. Financial matters	138	
c. Skill session/communication	116	
d. Medical/health information	74	
e. Recreation/Day Care	35	
f. Homemaking skills	32	
Trainee Problems:	276	14.8
a. Transportation problems	7	
b. Family problems	92	
c. Relative/Neighbours/Boarders	77	
d. Alcohol problems	58	
e. Weekend incidents	42	
General Information:	91	4.9
a. Centre activities	21	
b. Agency information	55	
c. Training program information	15	
Administrative:	362	19.4
a. Settling in/meeting people	44	
b. Introducing a new counsellor	36	
c. Cancelled visits/scheduling	185	
d. Holidays/visits/trips	34	
e. Termination	63	
Miscellaneous	13	.7
TOTAL	1,865	100

Table 2  
Reasons for Applying to the Centre

Reasons Stated by Trainees for Applying to the Centre	Number of Responses		Total Responses	% of Total Responses
	74 Male Trainees	14 Female Trainees		
Steady job/work	33	1	34	27.2
Learn a trade/skill	16	4	20	16.0
A better life	14	2	16	12.8
Life Skills	10	5	15	12.0
Better self and education	12	2	14	11.2
To support family, better income	6	1	7	5.6
Want to try Centre	5	0	5	4.0
Place of Own	1	3	4	3.2
Get off reserve/try white society	3	0	3	2.4
Recreation facilities	3	0	3	2.4
A home somewhere	1	0	1	.8
Somebody to help	1	0	1	.8
Gradually accomplish goals	1	0	1	.8
Meet other people	1	0	1	.8
TOTAL	107	18	125	100%

According to all the trainees (88) sampled the following reasons were ranked as most important: a steady job/work (27.2%); learn a trade/skill (16.0%); a better life (12.8%); and Life Skills (12.0%). Male trainees gave the following reasons as being most important: steady job/work (30.8%); learn a trade/skill (12.8%); and a better life (11.2%). However, female trainees gave these reasons: life skills (27.8%); learn a trade/skill (22.2%); and have a place of their own (16.7%).

Observations. It seems clear that the reasons trainees give for applying to Oo-Za-We-Kwun do not correspond to the major thrust of the Centre's programs. Only the female trainees, who constitute 16% of the sample, were primarily interested in life skills training. The high ranking associated with getting a steady job and learning a trade or skill suggests that Oo-Za-We-Kwun might consider adding a vocational training component to its programs. If life skills training is necessary for most trainees it might be possible to integrate the Life Skills component with actual vocational training.

The data appears to raise a question about the accuracy or completeness of the



information available to the trainees on the Centre's programs. Why do so many of them feel that getting a job or learning a trade is a good reason for applying to Oo-Za-We-Kwun? Perhaps they are not properly informed about what the Centre offers.

Reasons for Taking Continuing Education Courses. It should be recalled that the original intent was to collect detailed data on each Continuing Education course, but only the files for the Basic Management Training courses contain the information being sought. Thirty-one participants had indicated their reasons for taking the course which were primarily job related or educationally oriented. The participants either had a job and needed training (8), had a confirmed job (4), or wanted to be able to work in their communities (2). Sixteen participants viewed the training as a means for exploring a career or other advanced training, and one participant's loan for a business was dependent upon successful completion of the course.

Observations. The Continuing Education participants differ extensively from the LifeSkills trainees in their work history and opportunities for career advancement. Because most of the participants have a job, but lack the necessary skills to successfully perform the job, the training in band management and economic development provided by the Centre appears to meet the needs of the participants.

Conference Courses. Under the direction of the Continuing Education Department the Lodge management facilitates the delivery of conferences for a wide variety of external agencies. The information in Table 3 indicates that 36 conference sessions have been held at the Centre between January 1977 and March 1978 with a total participant count of 2,709 persons. Nine of the courses have been for DIAND programs of various kinds, although agencies in Rivers and the surrounding area have also been served.

#### Operation

The data reported in this section relate to how Oo-Za-We-Kwun social programs actually operate. In particular, data relating to information sources about Oo-Za-We-Kwun, the characteristics of trainees at intake, the assessments of trainees prior to acceptance, the disposition of trainees who apply twice to the program and the characteristics of the program staff are discussed.

Trainee Sources of Information Concerning Oo-Za-We-Kwun. The recruitment process used by the Centre was one of the factors under consideration in this study. Consequently, the files were examined for any information relating to the kinds of information received by trainees and its source(s). Table 4 lists the methods identified in the files by which trainees learned about the Centre. It should be noted, however, that 65.9% of the files contained no references to the recruitment process.



Table 3  
Statistical Description of Conference Courses Held  
at Oo-Za-We-Kwun

Agency	# of Times Used	Length of Course (days)	# of Participants
Indian Agriculture	3	5 days - 5 weeks	212
DIAND	9	3 - 6	698
Medical Services	5	4 - 25	326
Manitoba Government Agencies	3	2 - 4	105
Centre Industries	2	3 - 4	110
Church Groups	3	3	100
Air Cadets/Boy Scouts	3	6 days - 10 weeks	210
School Tours	2	2	66
Mental Health	1	4	250
Agricultural Show	1	4	180
Manitoba Metis Federation	1	4	400
Miscellaneous	3	4 days - 3 weeks	52
TOTAL	36		2,709

Table 4  
Source of Information Concerning Oo-Za-We-Kwun

Method	% of Trainees (N = 88)
Unknown	65.9
Friends/Relatives at the Centre	12.5
Returning Trainee	9.1
Reapplied to Centre	2.3
Worked in Industry or Applied to Industry at Centre	2.3
Worked at Centre	2.3
Information Kit, P. R.	2.3
Council Member, Band Manager	2.3
Attended a Course at Centre	1.1

Observations. It would appear that procedures used to inform prospective trainees about the Centre are not working or are non-existent. If the potential trainees' main source of information is friends or relatives already in the program it would be interesting to discover what information these trainees offer. For

instance, do they tell others that Oo-Za-We-Kwun is a place where you can get steady work? A place where you can learn to build bicycles? A place where you can get a better education?

Personal Characteristics of Life Skills Trainees. Table 5 identifies personal characteristics of the trainee families selected for the Oo-Za-We-Kwun social program. The graph reports a sample population of 161 persons; including 74 male trainees (45.9%), 14 female trainees (8.8%), and 73 trainee wives (45.3%). As such, the Centre accepts more families headed by males than females. Data collected from the Cardex file on 450 trainee families indicated that 86.7% of the total trainee population listed a male head of family and 13.3% were single parent female families. The sample population represented by the graph is consistent with these percentages.

Most male trainees, their spouses and female trainees were in the 20-30 year age range. The largest number of trainee families (79.8%) had three or fewer children. The age of the majority (63.8%) of eldest children was between five and eleven years. Thirty-two per cent of the youngest children were five years old or younger.

All but one of the male trainees was married and the majority were legally married. No female trainees were married. Eleven were single parents and three were widows. All marriages were rated as satisfactory.

The majority of male trainees, their wives and female trainees, 62.7%, had received an education in the grade 6-9 range. More wives of trainees had achieved this range of education than their husbands. Both male and female trainees (29.4%) had received more vocational training than any other form of special training. Thirty-five per cent of the trainees and their wives had no special training.

The Centre's assessment of trainees prior to intake recorded that male trainees (21.1%) were involved with the law more than female trainees. The majority of all three groups had no health problems. In all groups listed, social drinking or drinking occasionally was the largest category of drinking habits (males 22.3%; females 3.7%).

The information in Table 6 indicates that trainee families have come from 43 of the 59 Manitoba reservations and six urban centres. The highest frequency of trainees come from Peguis (10.7%), Garden Hill (7.6%), Sioux Valley (7.1%) and St. Theresa Point (5.8%). Over 50% of the families come from reserves within a two hundred mile radius of the Centre, although the highest concentration of trainee families is drawn from individual reserves 300-400 miles from the Centre.

TABLE 5

## PERSONAL CHARACTERISTICS OF OO-ZA-WE-KWUN TRAINEE FAMILIES

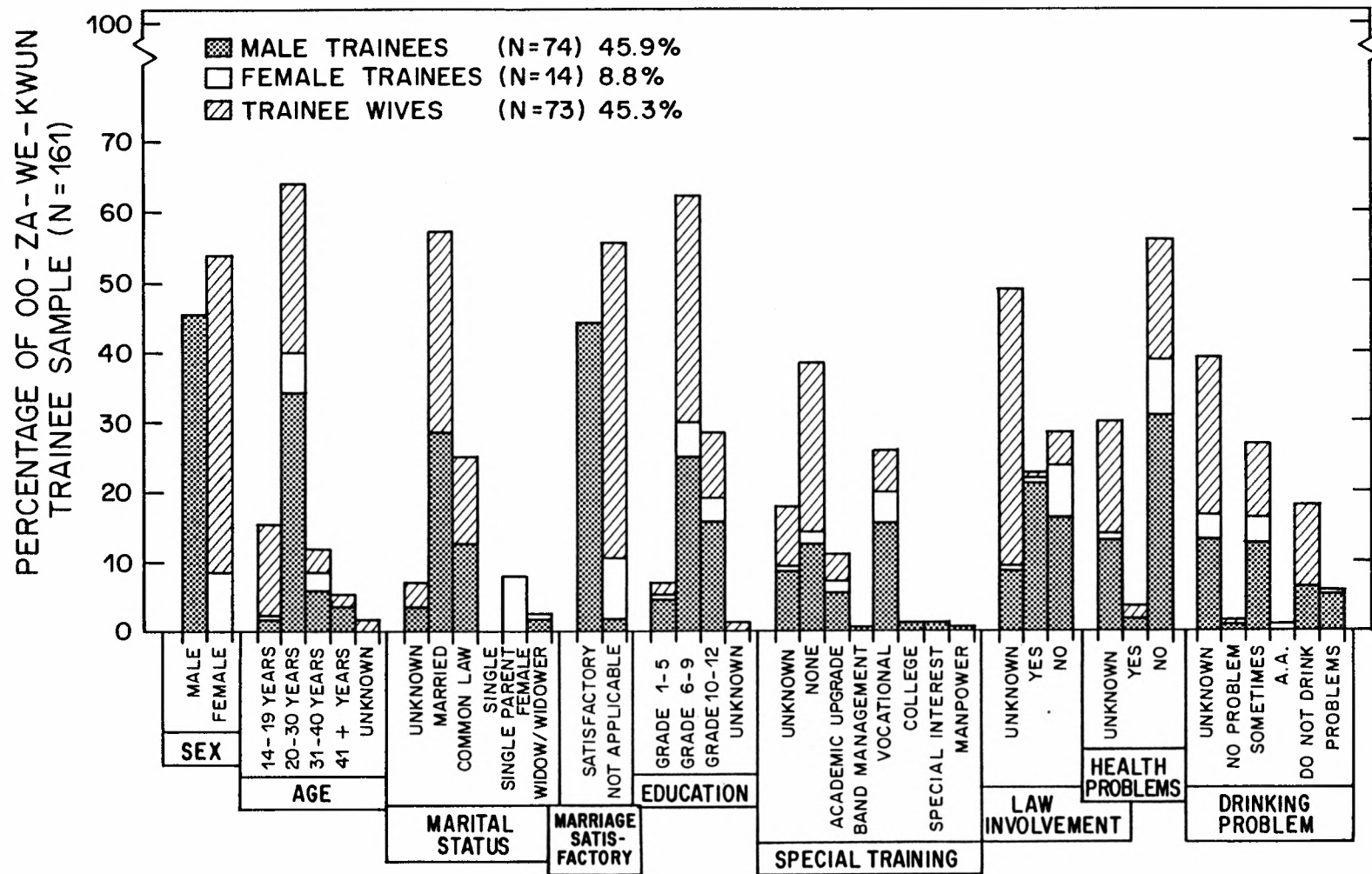
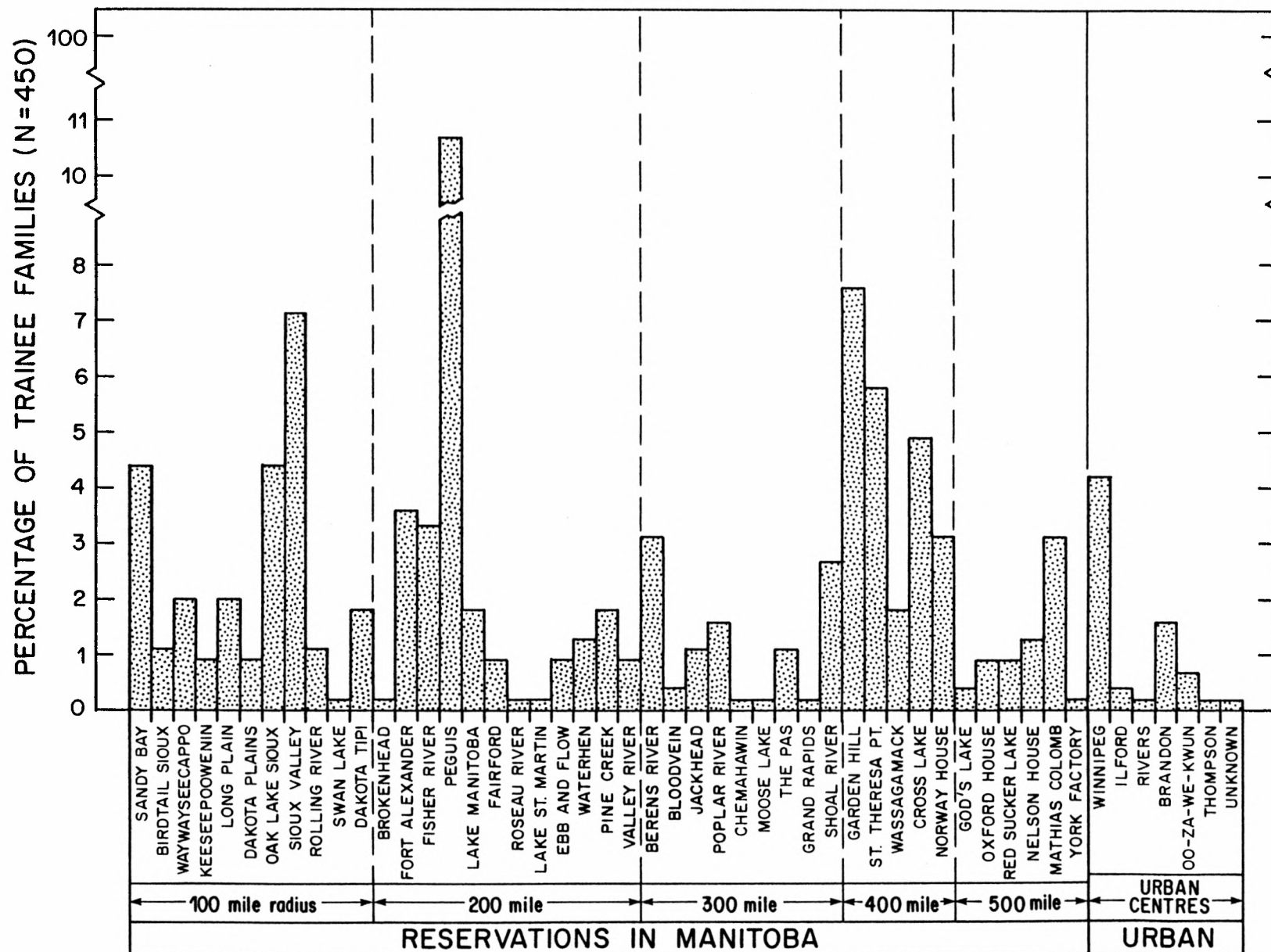


TABLE 6

## LOCATION OF TRAINEE FAMILIES PRIOR TO ENTRY AT OO-ZA-WE-KWUN



Observations. The Oo-Za-We-Kwun Centre appears to select trainees who form a young, stable family unit. They have relatively few health problems, appear to have controlled drinking habits and a moderate law involvement history. It is interesting to note that at least a third of the trainees have completed a grade 10 education and have vocational training of some kind. Trainees are solicited from most of the Manitoba reservations and, as yet, there appears to be little evidence that the Centre's programs are more appealing to people from a particular reserve.

The Centre's filing system provides excellent data on the demographic characteristics mentioned above. It was noted, however, that interviewers tended to record data primarily about trainees and not their wives. For instance, whether or not spouses had been involved with the law was not always recorded. Further, some interviewers did not ask the same questions as the majority who used standardized forms. Forms used at different times in the program did not cover identical information. It is recommended that the Centre continue to collect such data in a standardized manner.

Personal Characteristics of Continuing Education Participants. This section includes the data which were collected on the Continuing Education division of Oo-Za-We-Kwun. Since the division started in 1975, 505 students have entered its courses. Seventy-four point nine per cent of the students were male; and 22.4% were female, (the sex of 2.7% is unknown).

Students were drawn from a wide geographic area, although 68.1% come from Manitoba. Table 7 provides the geographical breakdown.

Table 7  
Province of Residence for Continuing Education Students  
(Students N = 505)

Province	# of Students	% of Students
Manitoba	344	68.1
Ontario	41	8.1
N.W.T.	31	6.1
Saskatchewan	20	4.0
B.C.	6	1.2
Alberta	4	.8
Quebec	3	.6
Maritimes	2	.4
Unknown	54	10.7



The distribution of participants within Manitoba is very extensive with 56 of the 59 reservations represented. The highest frequencies have come from Peguis (24 participants), St. Theresa Point (16 participants) and Waterhen (15 participants) although these figures represent less than 11% of the total population.

Observations. The intent of the program to provide band management skills for the leadership and development of reserves would appear to be facilitated by the wide distribution of population.

Work History of Life Skills Trainees. The data on trainees' previous work experience was collected partly from the Life Skills files and partly from the industry files. Table 8 indicates that the majority of trainees had held 1-5 jobs before applying to the Centre. As Table 8 shows, the types of jobs primarily held by male trainees were industrial (19.8%); construction (10.8%), and unskilled (19.8%). Female trainees were most often involved in industrial (26.1%) or unskilled jobs (26.1%), or had not held jobs before (17.4%).

There was insufficient data (79.5% unknown) in the industry files to indicate whether trainees had a record of dismissals from previous jobs.

Observations. It would appear that trainees do not have a consistent work history, but accept a series of unskilled jobs as the occasion arises. However it is also notable that most (60.8%), of the sampled trainees had been previously employed. More female (28.6%) than male (1.4%) trainees had not had previous employment.

The data on previous work experience in the Life Skills files is probably not as complete as it could be, since it appeared to the researcher that interviewers would limit their records to the last three jobs held. If the Centre is concerned about identifying previous work patterns a more comprehensive list might be compiled by the interviewers, identifying type of work done (rather than just employers' names) and the reasons the trainees give for leaving each job. Attention could be paid to the trainees' satisfaction with the work done as well as to the formal reason for leaving.

Assessments Made Prior to Intake. Prior to being accepted by the Centre, each Life Skills trainee is interviewed by an interviewer from the Centre. Trainees are asked to provide references, and their referees' comments are also taken into account when the trainee's applications are considered.

TABLE 8

# TRAINEE FAMILY WORK HISTORY

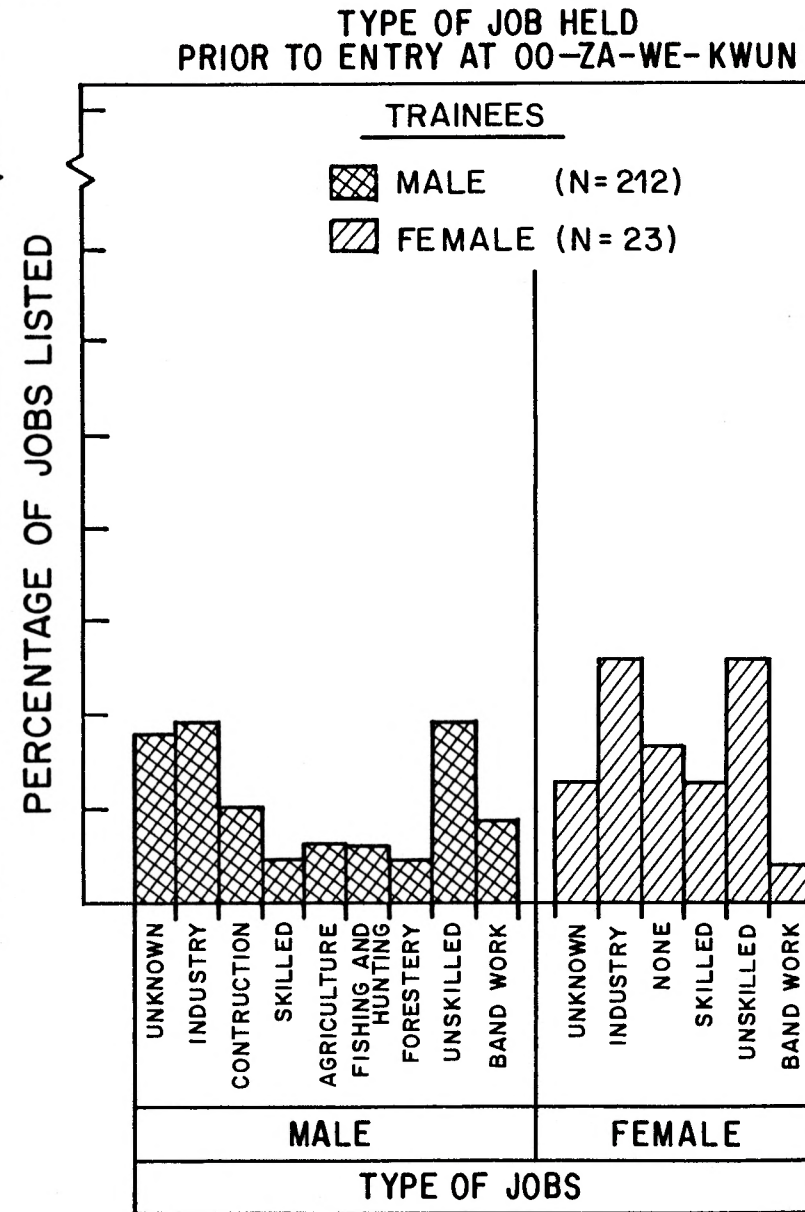
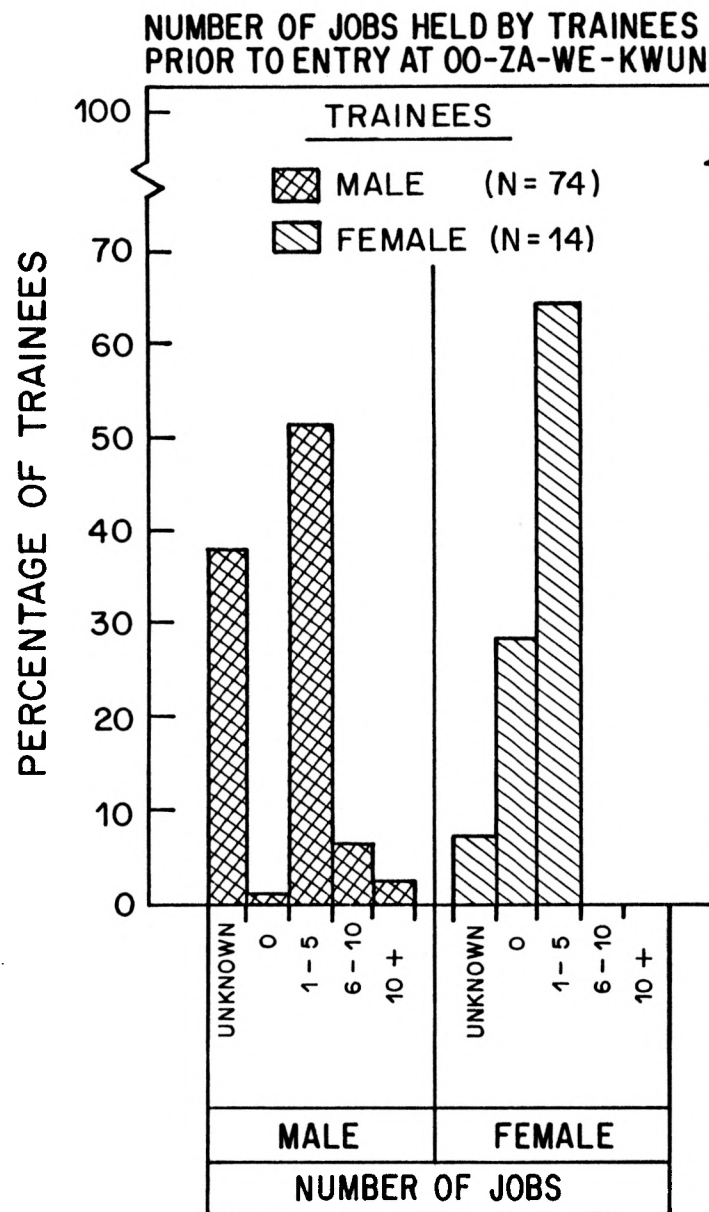




Table 9 indicates the kinds of comments made about the trainees by their referees and the Centre's interviewers in the field. It should be noted that it is not possible to sum the number of comments between the interviewers and referees. For instance, it would not be correct to say 35 positive comments were made about 35 trainees' communication skills. It is possible that both the referee and interviewer made a positive comment about the same trainee's skills. The characteristics mentioned most often by referees are the handling of alcohol; personal attributes and work habits or history. Interviewers most frequently mentioned communication skills, housekeeping abilities and handling of alcohol. It is interesting that the interviewers were more critical of potential trainees' communication skills, their personal attributes and handling of alcohol; factors which may be improved by the life skills training at Oo-Za-We-Kwun.

Table 9  
Interviewer's and Referee's Comments on Trainees Prior  
to Acceptance to Oo-Za-We-Kwun  
(N = 161)

Topic of Comment	Referees' Comments		Interviewers' Comments	
	Positive Comments	Negative Comments	Positive Comments	Negative Comments
Communication Skills	2	-	33	25
Handling of Alcohol	33	2	25	11
Work Habits/History	24	2	4	6
Money Management	8	1	5	2
Personal Attributes (shy & reserved counted as negative)	26	6	11	11
Housekeeping Abilities	-	-	36	4
Child Care	2	-	12	2
Health	-	1	2	2
Community Involvement	1	2	2	0
Marriage	2	4	4	-
Law Involvement	7	1	-	-
Will benefit/has benefitted from L/S	7	-	5	1

When trainees' needs were assessed during the interviews, money management and goal-setting skills were mentioned most frequently (Table 10). However the data is insufficient to support a list of needs. Interestingly, the couple assessed as not needing life skills training was nevertheless accepted into Oo-Za-We-Kwun, as were all the trainees assessed in Tables 9 and 10.

Table 10  
Interviewers' Assessment of Trainees' Need

Trainee Needs	Number of Trainees		
	Male	Female	Wives
Money management training	4	-	2
Skill in setting goals	4	-	-
A place to live	3	-	-
Control of Drinking	2	1	-
Life Skills	2	1	-
Job Responsibility	2	-	-
Father figure	1	-	-
Problem-solving skills	1	-	-
Communication in marriage	1	-	-
Steady job	1	-	-
Home economics training	-	-	1
Good shopping habits	-	-	1
Do not need Life Skills, need vocational training	1	-	1
Needs to be free of mother	-	1	-

Table 11 indicates the disposition of trainees who applied for a second entry. Eleven trainees had reapplied for entry to the Centre after an "unsuccessful" first stay. Of the eight who were readmitted to the program two were considered successful but five were again unsuccessful or left prior to completing a two-year stay, and the activity of one was unknown.

Table 11  
Trainees Who Applied Twice (N = 11)

Disposition	# of Trainees	% of Trainees
Not accepted again	3	27.3
Unsuccessful second time	4	36.4
Successful second time	1	9.1
Left before completing two years	1	9.1
Still in training	1	9.1
Unknown	1	9.1

Observation. A major question arising out of the file analysis is brought to light by the paucity of data in Tables 9 and 10. Some selection procedure is obviously implemented before trainees are accepted into the Centre, but the files to which we had access shed little light on the actual assessment process. Some files did contain

a Life Skills checklist which might perhaps provide a method of assessment, but it does not seem to have been used consistently.

Two recommendations become evident. (1) That a standard set of selection criteria be developed and used by both interviewers and referees (to whatever extent possible) that relate specifically to the trainee's ability to make use of Oo-Za-We-Kwun's programs. For example, is there a minimal standard of English comprehension below which neither trainee nor their spouses should fall? If a spouse understands too little English can he/she actually participate in the community? (2) The selection criteria be developed through discussions with both Life Skills coaches and current or former trainees. Is there, perhaps, some justification for accepting trainees whose primary need is for a place to live?

The need for a more consistent selection criteria is highlighted by Table 11 which indicates that at least 36.4% of trainees accepted a second time were not successful.

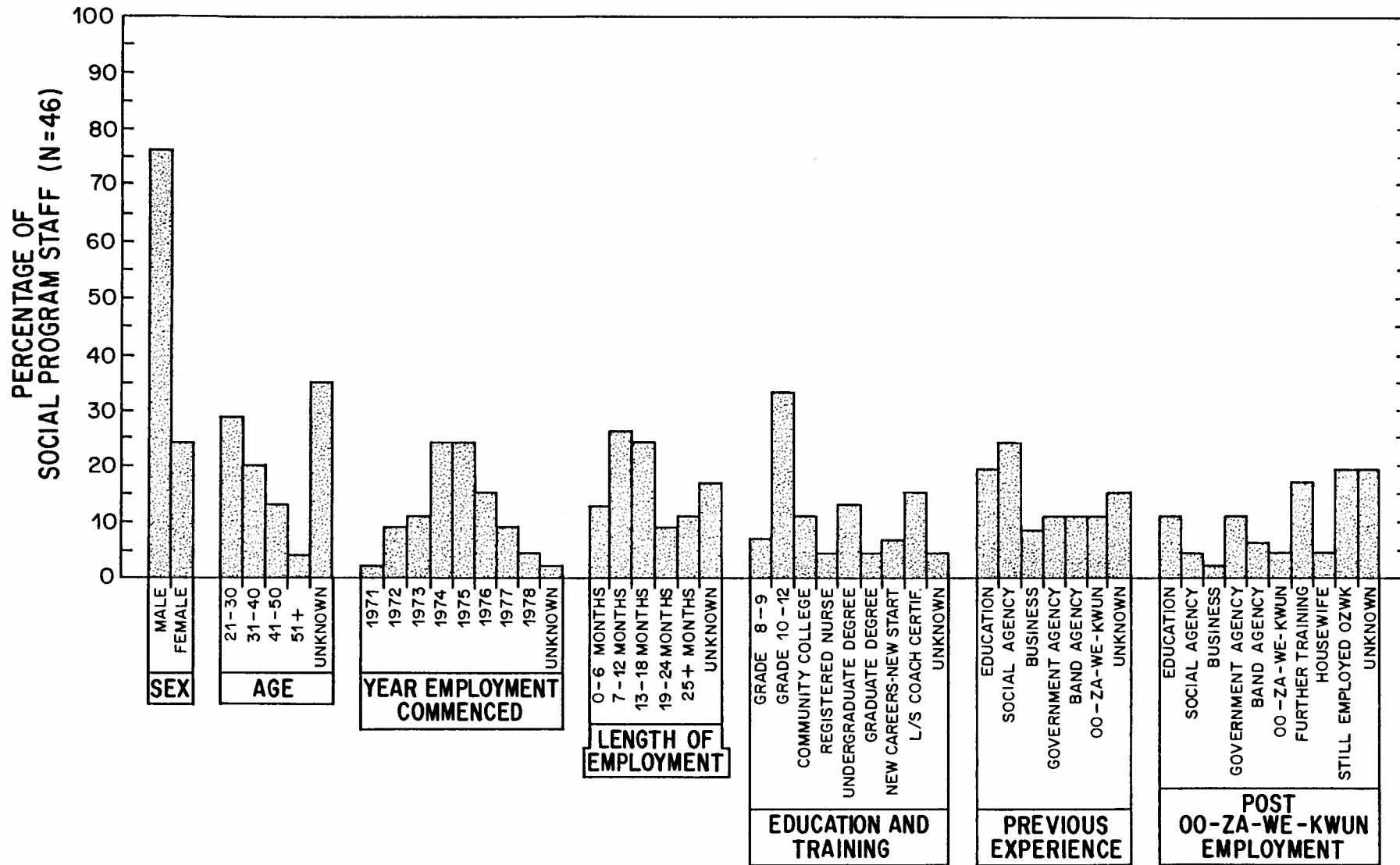
Social Programs Staff Characteristics. Table 12 contains a graphical presentation of selected characteristics of social program staff. The staff included interviewers, coaches and counsellors who were employed by the Centre from 1971 until the time of the study.

Of the 46 staff employed by the Centre, 76% were male and 24% female. Their ages range from 21 years to over 50 years but 28% were less than 30 years of age. While 32.6% of the staff listed a grade 12 education with additional workshop experience as their highest educational attainment, 15.1% reported that they had college training, 17.3% a university degree, and 21.7% either Life Skills coach, New Careers or NewStart training. Although 23 of the coaches had taken Life Skills coach training, such training is not listed in the graph unless it followed after New Careers training and no other education was listed. If a coach received Life Skills training after a formal education, the academic level is listed rather than the Life Skills. New Careers graduates are listed as such, only if no other training is mentioned.

The higher percentage of staff employed during 1974 and 1975 (47.8%) and the relatively short length of employment of between seven and eighteen months for 50% of the staff, indicates a high turnover of staff at the Centre. Another indicator of this high turnover is the number of coaches assigned to each trainee. Of the trainee sample of 88 cases; 28 had one coach during their stay, 29 had two coaches, nine had three coaches, two trainees had four coaches and one trainee had five coaches assigned to him. In seventeen cases the number of coaches was not recorded. The gradual decline in hiring (15.2% in 1976 but 12.9% in 1977/78) and longer term employment for some staff may suggest some emerging stability in the present staff.

TABLE 12

## SOCIAL PROGRAM STAFF CHARACTERISTIC PROFILE



While the previous employment history of 43.4% of staff members prior to going to the Centre was in education (19.5%) or a social agency of some kind (23.9%), few staff continue a career in these areas (10.8% and 4.3% respectively). Fifteen per cent of those presently employed at the Centre had an educational or counselling background. Further, although 10.8% of the staff had been former Oo-Za-We-Kwun trainees only 4.3% were suitable for continued employment, and then not as coaches or counsellors in the Social Program department.

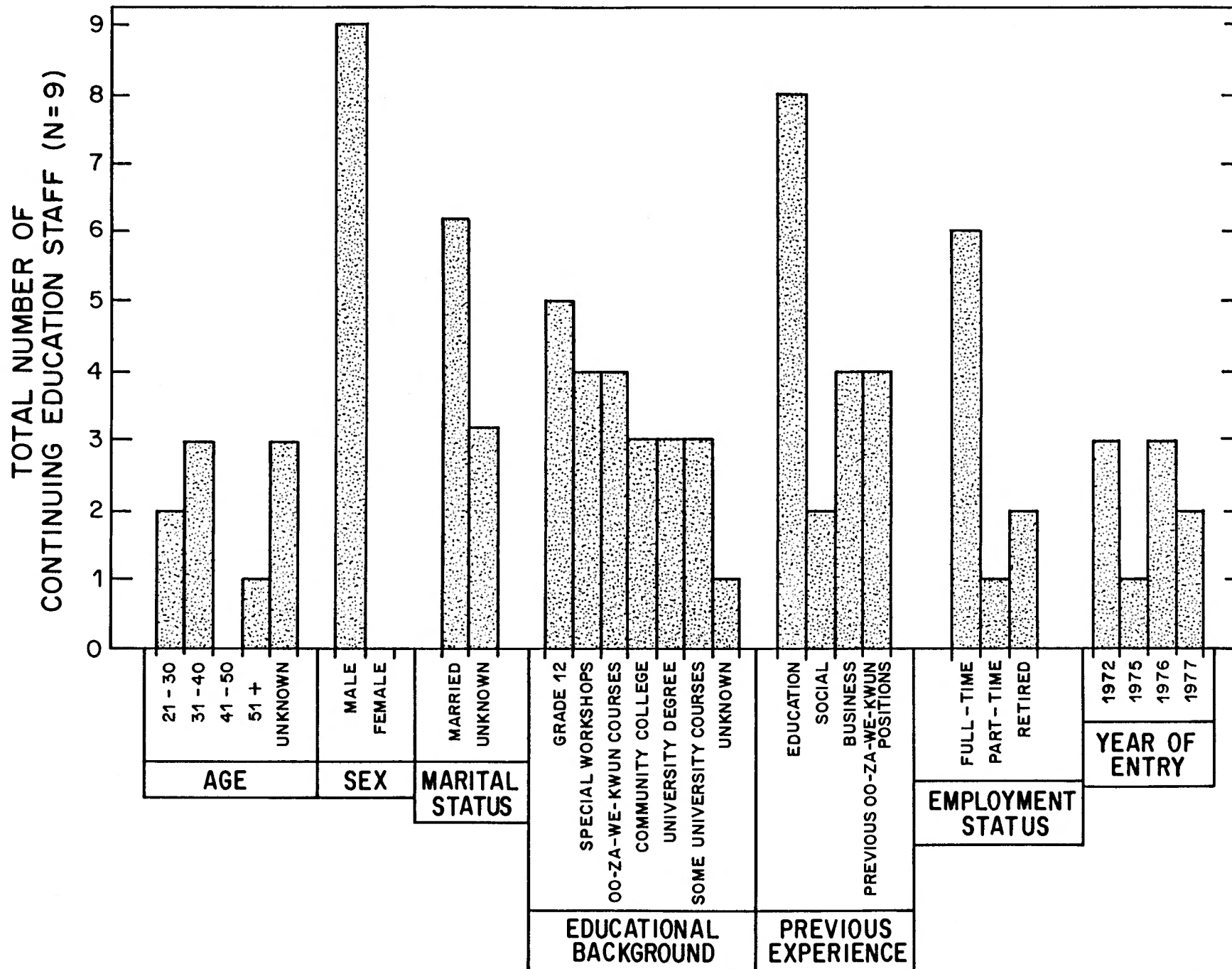
Observation. Staffing for the Social Programs Department at the Centre appears to have been a major problem. The staff would appear to have minimal training, maturity and previous experience for the very demanding role that they play. Those staff who are still employed at the Centre come from higher academic backgrounds in educational or counselling fields. Such training appears to be a minimal requirement for successful staff. The interest of former staff members in further training would also suggest that they felt their backgrounds were inadequate for the job to be done.

Continuing Education Staff Characteristics. Since the inception of the Oo-Za-We-Kwun program, nine staff members have been assigned to Continuing Education responsibilities. Four staff members held other positions at Oo-Za-We-Kwun prior to the formation of a Continuing Education department in 1975. An additional three staff members were hired to fulfill the obligations of the new department in 1976, and two replacement staff members (one on a short-term contract) were appointed in 1977.

The information presented in Table 13 indicates that all the nine staff were males, most (5) were between 25-35 years of age and married. Five staff members had a Grade 12 education; three completed community college programs and university programs respectively; and another three had some university training. Four staff members had attended special workshops in Band development, social animation, New-Start workshops and other miscellaneous courses; and four had completed courses offered by the Oo-Za-We-Kwun Centre. Eight staff members had held educational/training positions with a number of training institutions; two staff members had backgrounds in social development; and four had experience in clerical/private business endeavours.

Observation. It would appear that Continuing Education staff are drawn from positions held in other Oo-Za-We-Kwun departments or from Oo-Za-We-Kwun training programs. Graduates of such programs appear to have adequate academic or experiential training to fulfill their roles as instructors for the courses offered by the Continuing Education department. The experience at Oo-Za-We-Kwun appears to provide its staff with opportunities for career advancement. The two staff members who resigned

TABLE 13  
CONTINUING EDUCATION STAFF CHARACTERISTIC PROFILE





from the department have since taken more responsible management positions; one in another educational institution, and the other in private business.

#### Impact

The impact of the Centre programs on trainees was an important concern in this study. The following sections give the data which describe what happens to trainees as they go through the Centre's training programs. The data collected are presented as they relate to the length of time trainees spend at Oo-Za-We-Kwun, the experiences they have at work and in Life Skills training, their situation as they leave the Centre and their comments on the entire process.

Year of Entrance, Length of Stay and Number of Entries into the Program. Data on the total trainee population (450), shown in Table 14 indicates that trainee entrance into Oo-Za-We-Kwun increases steadily from 1972 to 1975 and then appears to decrease. The largest population of trainees in the Centre in any given year was 112. This occurred in 1975. If the present intake in 1978 continues at the same rate for the remainder of the year, the projected number of trainees would equal the 1976 figures.

Twenty-seven per cent (27%) of the trainees leave the Centre during the first three months of the program. Another 24.2% leave after six months. Only 18% stay from between 16 and 24 months. While the opportunity to return to the Centre is available to trainees who terminate early, only 5.6% elected to do so.

Experiences with Life Skills Training. The sample files contained assessments of the trainees and their spouses as they progressed through Life Skills training. The comments that coaches made were listed as either positive, negative or neutral. The findings are shown in Table 15 on page 121, but there is not sufficient data to suggest definitive conclusions about the impact of Life Skills training on the trainees or their spouses. Positive comments related to male trainees were primarily listed as improved attendance, participation in the Life Skills lab sessions and performance in group settings. Female trainees received favourable comments for their participation and home management skills. The wives of trainees were most successful in home management, group behaviour and other skills. It is interesting that motivation, personal confidence, communication skills, and money management were the areas of least favourable comments by the Life Skills coaches. Some of the coaches commented that eight trainees became very involved in community activities and sports during their stay at the Centre.



TABLE 14

YEAR OF ENTRANCE, LENGTH OF STAY  
AND NUMBER OF ENTRIES  
BY TRAINEES IN SOCIAL PROGRAMS

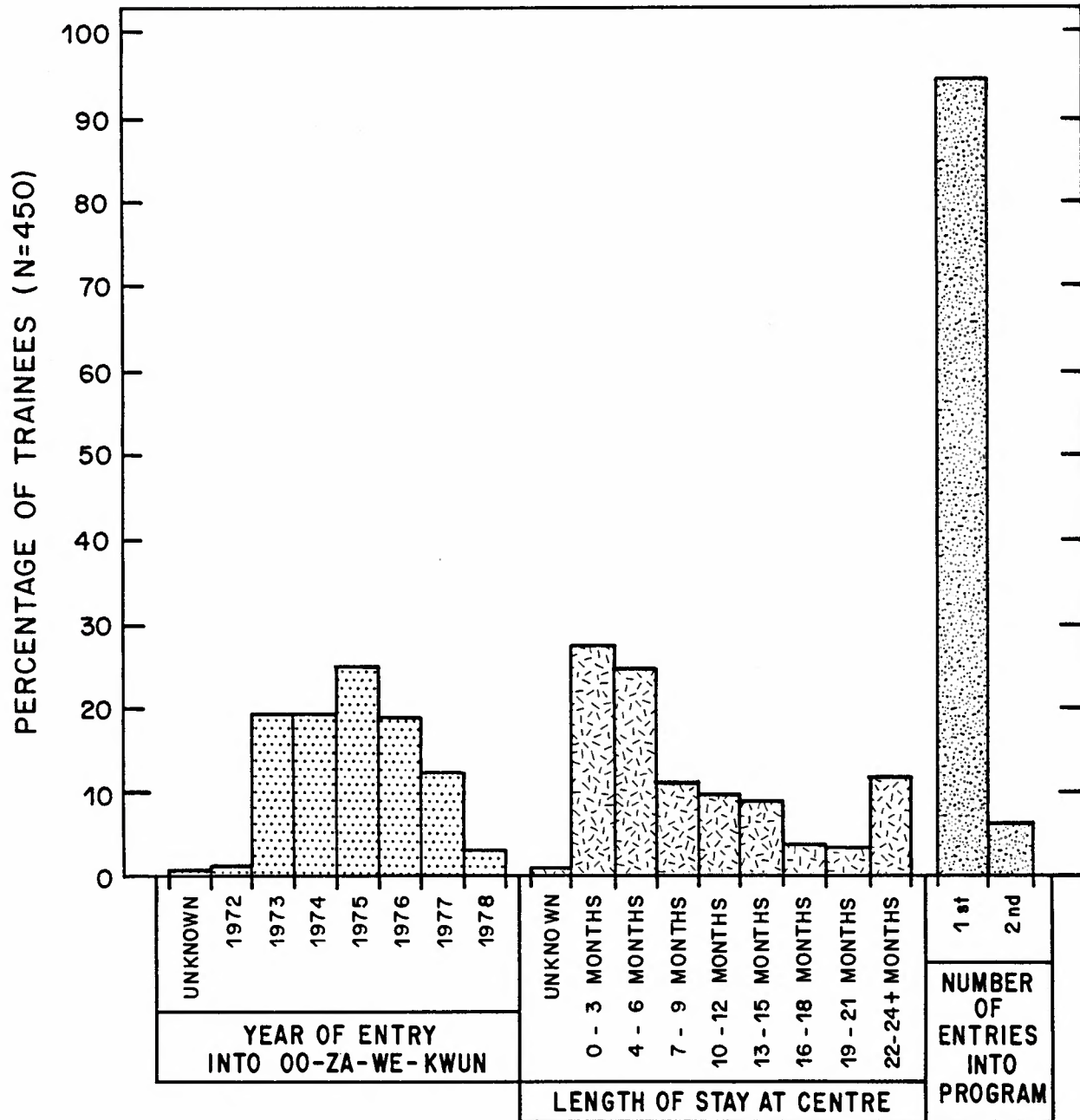


Table 15  
Life Skills Evaluations

Factors Being Evaluated	Number and Types of Comments								
	N = 74 Male Trainees			N = 73 Wives of Trainees			N = 14 Female Trainees		
	+	0	-	+	0	-	+	0	-
Participation	18	-	6	8	-	5	6	-	2
Motivation	4	-	13	1	-	7	2	-	3
Confidence	5	-	5	2	-	8	-	-	2
Communication Skills	5	-	6	2	-	9	-	-	1
Other Skills	7	-	-	6	-	-	3	-	-
Money Management	4	-	12	1	-	6	2	-	1
Home Management	1	-	3	7	-	5	4	0	1
Child Care	3	-	3	2	-	2	-	-	2
Attendance	11	-	1	3	-	3	1	-	2
Behaviour in Group	14	1	-	7	2	1	1	1	-
Attitudes/Personality	5	-	1	1	5	4	1	2	3
Overall Success	4	-	-	1	-	-	3	-	-
Drinking Habits	3	-	-	-	-	-	-	-	-
Problem-Solving Skills	-	-	4	-	-	-	-	-	2
Health Problems	-	-	-	-	-	2	-	-	1

Only one of the sampled files contained a trainee evaluation of the Life Skills lab training. The male trainee felt he learned to be close to people, to budget successfully and express his feelings. His wife enjoyed the Life Skills lab, learned about budgeting and intended to speak English at home.

Coaches also commented on the problems experienced by the trainees and their families while at the Centre in their Termination Reports. The problems identified are shown below, in Table 16. It should be noted that the Table shows the frequency with which a problem was identified by coaches; not the number of trainees with each problem. The major problems identified were alcohol problems of male trainees, the loneliness of trainee wives and problems resulting from broken community rules, such as wild parties or fighting.

Experience with Industrial Employment. Data on the trainees' experience in industry was extremely limited. Most industries did not consistently record information on employee attitudes toward work, quality of work, productivity, or attendance. Information on these areas of employment impact was available for only 30% of the sample trainees.

Table 16  
Trainee Problems at the Centre

Type of Problem	Status of Person with Problem	# of Times Problem Identified
Alcohol-related	male trainee	20
	female trainee	5
	wife of trainee	3
Bored, scared, lonely, unhappy, can't work	wife of trainee	10
Broke community rules, wild parties, fighting	couples	9
Children out of control	couples	4
Financial problems	male trainees	2
Bored and unhappy	male trainees	2
Babysitters unreliable	female trainee and wife of trainee	2
No follow through on counselling commitments	male trainees	2

The information presented in Table 17 indicates that the distribution of the sample population across the industries at the Centre heavily favours Edson (27.8% male trainees and 5.1% female trainees), Sekine (20.6% of male trainees and 2.0% of the female trainees) and Arnold Manufacturing (9.2% of male trainees and 3.0% of female trainees). The Centre itself provided employment for 8.2% of the trainees. It is notable that further training as a Life Skills Coach or New Careers program was listed as the industrial assignment of three trainees, and 10.2% of the trainees were not assigned to any work setting.

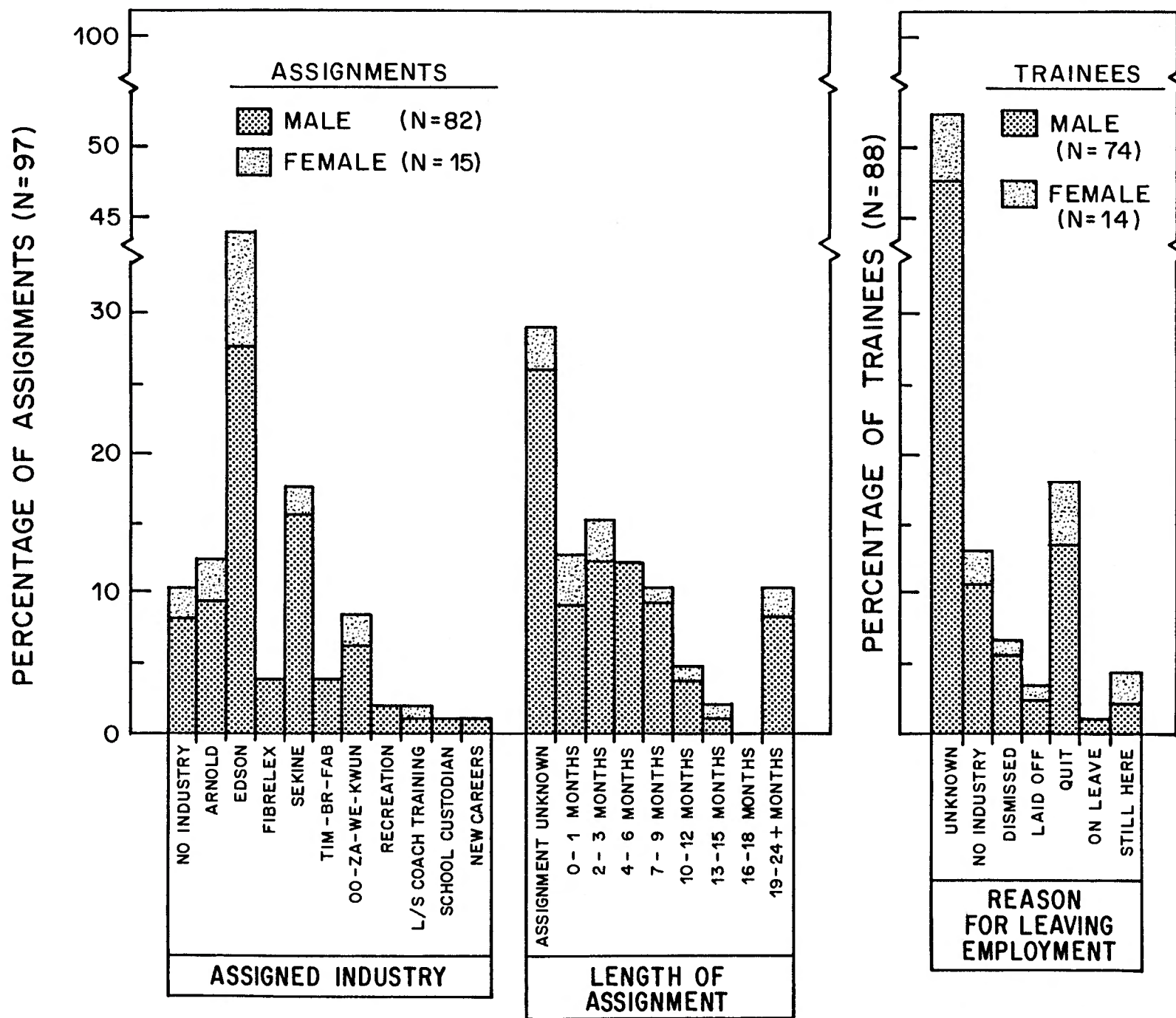
The longest assignments for male trainees were between two to six months (24.6%). Female trainees remained in their jobs between one to three months (6.8%). Those trainees who remain in their jobs more than nine months tended to remain for nineteen months or more. Approximately one-sixth (15.9%) of the trainees reported by the Centre as employed in an industry were unknown to the industries.

The reason given most frequently for leaving employment was that the trainees quit (18.1%). Some of the males (4.5%) in the sample and 2.2% of the females were still employed by the industries when the analysis was conducted. However, the reason for leaving was unreported for 52.2% of the trainees and consequently these findings must be regarded as tentative.

Termination Data. When a trainee leaves the Centre the reason for his/her "termination" and the destination on leaving is recorded. Forty-three (9.6%) of the 450 trainees

TABLE 17

# TRAINEE OO-ZA-WE-KWUN EMPLOYMENT PROFILE



who came to Oo-Za-We-Kwun, are listed as having graduated and 46 (10.2%) were still at the Centre when this data was collected. Of the 43 graduates, 32 remained at the Centre, nine returned to their home reserve, one moved to an urban centre, and the destination of one was unknown.

A total of 621 reasons were given by trainees for their departure from the Centre. The information in Table 18 indicates that the most frequently listed reasons for leaving were: job related (19.3%); marriage related (17.3%); drinking related (15.3%); and emotional problems (7.9%). The most frequent job related reasons were loss of a job at the Centre, and the offer of a job in another area. Marriage related reasons for leaving included the dissatisfaction of wives with the Centre because of loneliness or boredom, as well as problems with the marriage itself.

When trainees leave the Centre 63.8% return to their original location, whether urban or reserve. An additional 4.5% move to another reserve or back to a reserve from an urban centre. Only 17.8% of the trainees chose to remain at Oo-Za-We-Kwun or move to an urban centre. Ninety-three per cent of the trainees had originally come from non-urban areas.

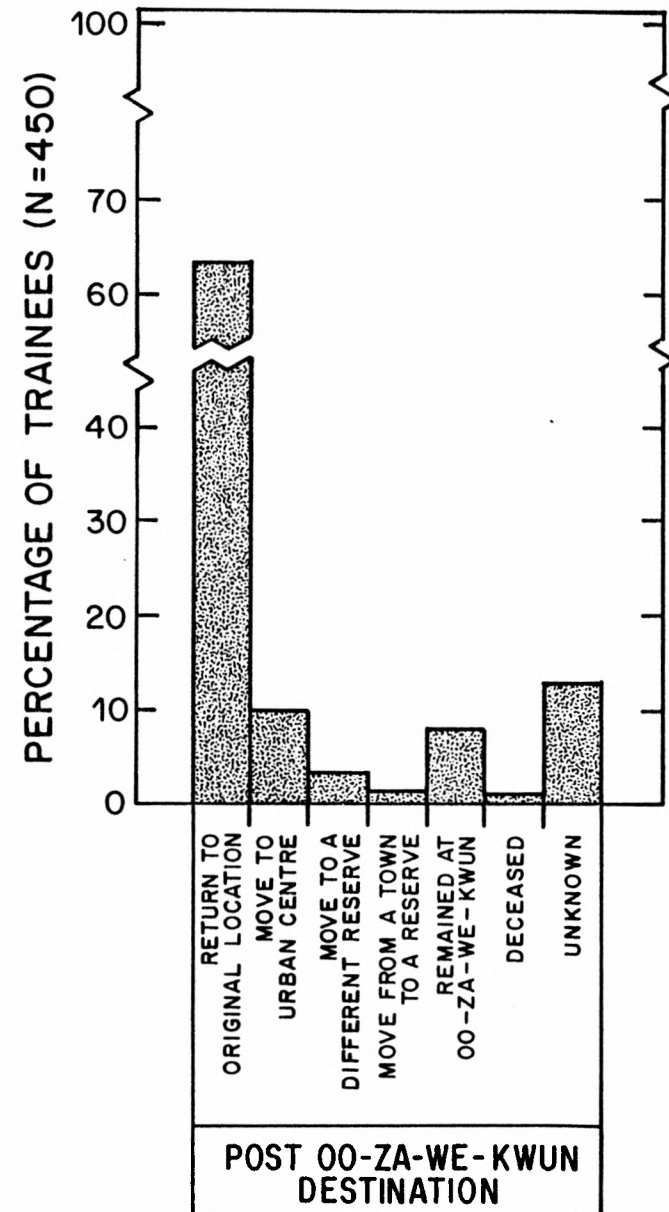
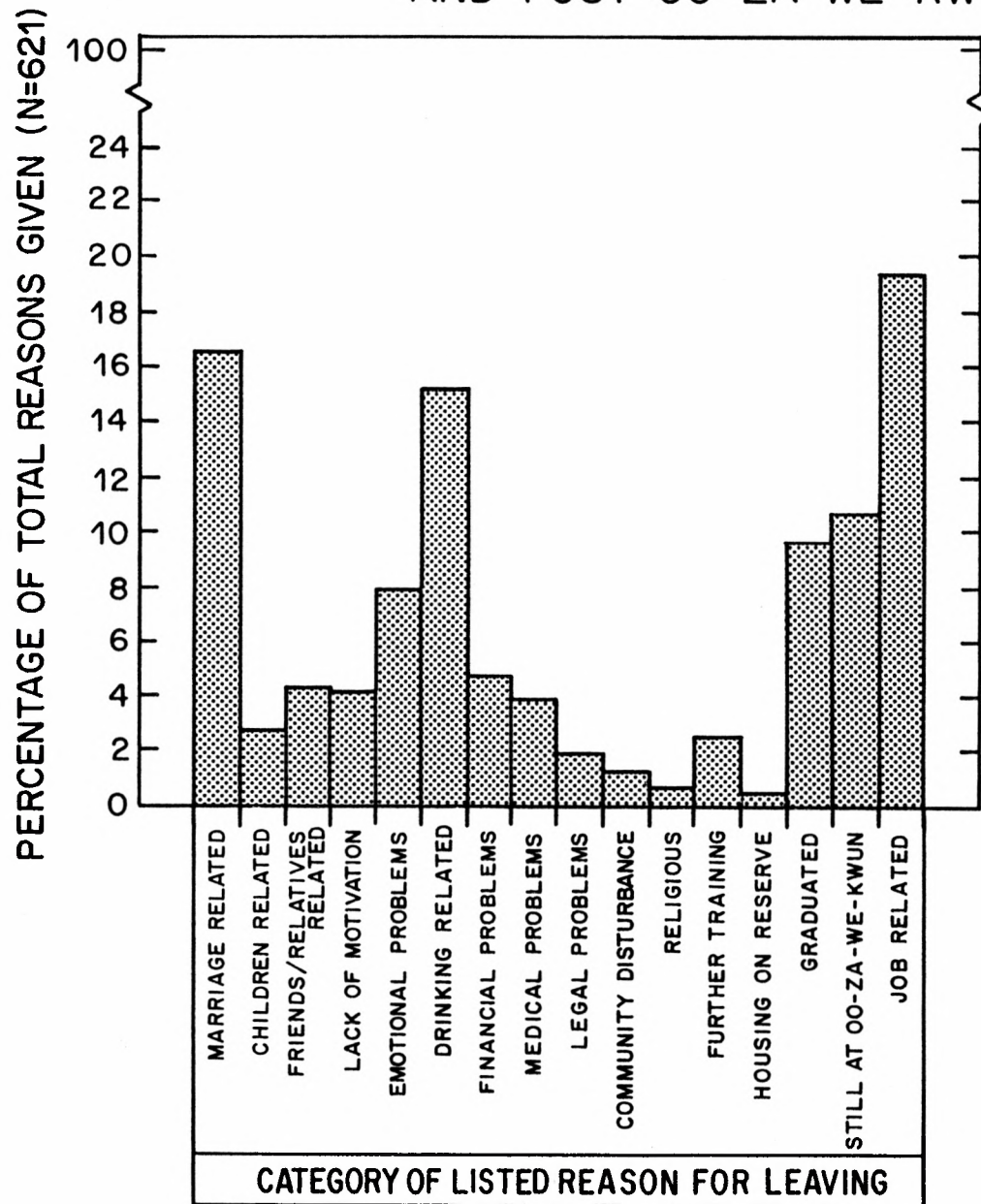
Comments of Trainees. Since the files analysed contained reports written by Centre staff, few direct comments by trainees were found on their experiences at Oo-Za-We-Kwun. However, sixteen trainees did record the following comments: that drinking was a problem at the Centre, "I'm going home to join A.A.; there's too much temptation here" (three trainees); although the "recreation for the kids was good" the school was poorly supervised (three trainees); that "Life Skills was enjoyable and I learned to talk with others" (three trainees); counsellors were "too busy to help" because they "watched every move we made" (two trainees); that they were misinformed about the type of training and lack of jobs for women (two trainees' wives); the Centre's wages are too low and budgeting is difficult (two trainees); and "I miss the bush" (one trainee).

Observations. While the data presented here makes definitive conclusions about the impact of the Oo-Za-We-Kwun program difficult, the analysis has raised some questions which should receive further investigation elsewhere in the study. Does the program have a low rate of success because only 11.1% of the trainees stay at the Centre for two or more years? Does the program have a low rate of success because only 9.6% of the trainees are listed as having graduated? Is the program not successful because the majority return to locations from which they came initially?



TABLE 18

# REASONS GIVEN FOR LEAVING THE CENTRE AND POST OO-ZA-WE-KWUN DESTINATIONS









Part III

REPORT OF DATA DERIVED FROM INTERVIEWS WITH CURRENT  
AND FORMER LIFE SKILLS TRAINEES AND CONTINUING EDUCATION PARTICIPANTS

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### Part III

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### Part III

#### REPORT OF DATA DERIVED FROM INTERVIEWS WITH CURRENT AND FORMER LIFE SKILLS TRAINEES AND CONTINUING EDUCATION PARTICIPANTS

##### Introduction

This section of the report presents the findings collected by the use of the Trainee Field Test Interview Schedule, the Former Trainee Interview Schedule and the Former Continuing Education Participant Interview Schedule. The report describes the methodology used in the collection of the data and the findings thus elicited.

##### Methodology

###### Rationale

The best source of information about the impact of the Oo-Za-We-Kwun Centre on Manitoba Indians is the pool of current trainees and former trainees who have now returned to their reserve communities. By interviewing the former trainees, information about their reasons for enrolling in the Centre's programs, their perceptions of the Centre and, most importantly, their post-Centre experiences can be obtained. Talking to former trainees, as opposed to currently enrolled trainees, has two advantages. First, former trainees have the benefit of hindsight and can see their Centre experiences more dispassionately. Second, the post-Centre employment history of the former trainees will provide objective data by which to assess the success of Oo-Za-We-Kwun programs and goals.

###### The Instrument

Three interview schedules were constructed by CIR staff. The Trainee Field Test Interview Schedule focussed upon questions identified in the Phase I of the study. The questions were reframed as open-ended items with a list of possible prompters. The questions were open-ended to ensure that the opinions and responses of the trainees would not be constrained by the format. The interviewer was instructed to use sub-question components only as guides for preliminary coding of responses, not as direct interview prompters. From the responses to these questions, it was hoped that a more structured schedule would be developed for the reserve interviews.

The Former Trainee Interview Schedule was based upon responses elicited from the Field Test Interview Schedule piloted with trainees who were currently enrolled in life skills training. Their responses formed the base of structured response questions concerning the reasons for attending Oo-Za-We-Kwun programs and services. Additional open-ended questions addressed the impact of the Centre on their lives.

The Former Continuing Education Participant Interview Schedule was necessary to ensure the views of the second population at Oo-Za-We-Kwun were represented. The experiences of Life Skills trainees and Continuing Education participants differ considerably, so although a similar format was used in the design of the instrument, the items reflected the experiences of the Continuing Education participants. Where possible, comparable items were included in both schedules to facilitate a comparison of the responses.

#### On-Site Sampling Plan

CIR used a random sample for the on-site interviews employing one variable; length of stay at the Centre. On this variable all current trainees who had been at the Centre for less than two years were categorized as follows:

- A. Those currently in Life Skills training.
- B. Those who have been at the Centre for less than six months.
- C. Those who have been at the Centre between six and twelve months.
- D. Those who have been at the Centre between thirteen and twenty-four months.

Fifty-nine trainees were at the Centre when the interviews were conducted. The trainees who had come from reserves outside Manitoba, who were sick, or who had a leave of absence were deleted from the population. The 44 remaining families were categorized according to the length of time spent at the Centre and a 50% proportionate random sample was selected for the interviews. The categories and selected sample numbers are presented in Table 1.

Table 1  
Phase I Trainee Interview Sample

Length of Stay	Number of Families	Number Selected	Number Interviewed
Life Skills	13	7	8
2 - 5 months	15	8	8
6 - 12 months	8	4	6
13 - 24 months	8	4	2
TOTAL	44	23	24

Table 2  
Reserve Sample Specifications

Manitoba Reserves	RESERVE CHARACTERISTICS							
	# of Continuing Education Parti- cipants	# of Life Skill Families	Traditional Language (T) English (E)	School (S) No School (NS)	Distance From Centre (miles)	Size of Community (S, M, L)	North (N) South (S)	Access (A) No Road Access (NA)
Berens River	8	13	T	S	300	S	N	NA
Cross Lake	11	13	T	S	400	L	N	A
Dakota Plains	1	14	T	NS	100	M	S	A
Fisher River	4	11	T	S	100	L	N	A
Fort Alexander	7	22	E	S	300	L	N	A
Garden Hill	13	32	T	S	400	L	N	NA
Pukatawagan	7	13	T	S	500	M	N	NA
Norway House	5	17	E	S	400	M	N	NA
Oak Lake Sioux	11	20	T	NS	100	S	S	A
Peguis	24	44	E	S	200	L	N	A
Sandy Bay	3	17	T	S	100	S	S	A
Shoal River	8	11	T	NS	300	M	N	A
Sioux Valley	8	27	E	S	100	L	S	A
St. Theresa Point	16	24	T	S	400	M	N	NA
Waywayseecapo	6	11	E	S	100	M	S	A



When the interviews were being conducted, seven trainees were unavailable and were replaced where possible by trainees who had been at the Centre for a similar length of time. This was generally possible, except for trainees who had been at the Centre for between 13 and 24 months.

#### Reserve Interview Sampling Plan

From information collected from the file analysis and discussions with the Centre employees, selected characteristics of fifteen reserves in Manitoba were compiled. The fifteen reserves represented 35% of the total reserves in Manitoba from which the Oo-Za-We-Kwun trainees had come. The characteristics included: the number of Indian people who had entered Oo-Za-We-Kwun programs; the predominant use of a traditional language or English on the reserve; the existence of a reserve school; the size of the community; the geographical location whether north or south; road access to the reserve; and the distance from the Oo-Za-We-Kwun Centre. Table 2 contains a summary of this information.

From this list of fifteen reserves, the following six reserves were selected as being representative of all the characteristics included in the list, and yet containing a sufficient number of former trainees to provide an adequate sample for the study. With this selection: 12% of the Manitoba reserves; 10% of the former Life Skills trainees and Continuing Education participants; reserves that use both traditional languages and English; with and without a reserve school; and at varying geographical distances from the Centre, were included. The six selected reserves were: Cross Lake, Garden Hill, Oak Lake Sioux, Peguis, St. Theresa Point and Waywayseecapo.

Time constraints prevented CIR staff from randomly sampling the particular trainees to be interviewed. Further, it was anticipated that the desired number of trainees from each reserve may not be available at the time of the interviews. Given these limitations, one CIR researcher visited each reserve and attempted to interview from a complete list of former trainees at that reserve, the number of persons indicated in Table 3.

Table 3  
Former Trainee and Participant Sample

Reserve	Life Skills Trainee		Continuing Education Participant		Totals	
	Proposed Sample	Actual Sample	Proposed Sample	Actual Sample	Proposed Sample	Actual Sample
Garden Hill	9	9	5	5	14	14
Oak Lake Sioux	6	6	4	4	10	10
Peguis	13	16	9	8	22	24
St. Theresa Point	7	7	6	6	13	13
Cross Lake	4	3	5	5	9	8
Waywayseecapo	3	3	4	3	7	6
TOTAL	42	44	33	31	75	75



Table 3 also indicates that in some instances when trainees and participants were not available, the numbers actually interviewed were modified. However, the actual sample still represents 10% of the trainees and participants from Manitoba who have been in Oo-Za-We-Kwun programs.

#### Data Collection Procedures

On-site interviews were conducted in an office in the Oo-Za-We-Kwun administrative building. Assigned times were arranged with the coaches concerned. Six interviews conducted in the evening, were held in the interviewees homes. One interview was held in the Edson plant, during the employees lunch break. The interviewer did not notice any particular difficulties arising from the location of the interview. It did seem however, that the interviews conducted in the office were more open, or perhaps just free of distractions. The interviewees seemed quite accustomed to being interviewed.

The interviewer's fluency in Saulteaux and general familiarity with the native people of Manitoba, was a decided asset for communicating with the interviewees on their reserves. This resulted in a very relaxed and informal atmosphere during the interview sessions. Further in the traditional way, the interviewer exchanged a token of appreciation for their contribution to this study. The researcher visited the six selected reserves and contacted the Band administration to obtain permission to be on the reserve and interview former trainees and participants. In each instance, the Band personnel helped to locate former trainees and participants. The interviews were conducted in trainee(s) or participant(s) homes at Oak Lake, Garden Hill, Cross Lake and Peguis. At St. Theresa Point and Waywayseecapo, interviews were conducted in the band office or school building. All responses to the questions were noted by the CIR researcher, who then verified their accuracy with the respondent.

#### Data Analysis and Report Format

The structured responses to the questions enabled CIR staff to code responses directly onto computer coding sheets for computer frequency analysis. The response frequencies of rated items were then manually converted into a weighted mean score. Items rated as very effective were scored + 2, effective + 1, ineffective - 1, very ineffective - 2, and I don't know, 0. The total weighted score was divided by the number of responses to produce the weighted mean score. The most supported and least supported items could then be identified.

Responses to the questions did not reveal a qualitative difference or pattern based on the length of time the trainees were at the Centre. Consequently, responses were not further analysed within each of the respondent samples: that is, current trainees, former trainees and continuing education participants. However, questions addressed to each group, their group responses and comparison between comparable data sources have been indicated.

### The Findings

The findings derived from the Trainee Field Test Interview Schedule, the Former Trainee Interview Schedule, and the Continuing Education Participant Interview Schedule are presented under three headings: findings related to contextual information; trainee/participant assessment of the Centre's programs and services; and the impact of the Centre on the trainee(s)/participant(s) lives.

#### Contextual Information

This section describes the living conditions of trainees; the reasons for coming to the Centre; the length of time spent at the Centre and the expectations that trainees/participants held prior to entering the programs.

Current Life Skills Trainees. Trainees indicated that they heard about the Centre from former trainees (18); reserve officials (7); Oo-Za-We-Kwun staff (6); and government representatives (2). Most of the former trainees were relatives, friends and "people back home".

The reason most trainees came to the Centre was the opportunity to get a job (7); and support the family (7); needing a place to live (4); to learn about new things (3); or nowhere else to go (2). A number of individual items relating to life skills were also mentioned; e.g. "start again", "budgeting", and "interested in the program." The trainees (19) added that by coming to the Centre they felt the experience of talking and working with people (5); the steady job (3); something to do rather than being on welfare (3); and the opportunity to solve problems (3) would be of use to them at this stage of their lives.

Observations. Most of the trainees currently enrolled in the program came to the Centre for very pragmatic reasons; the job and something to do. However, from their experiences so far, they appeared to find elements of the program helpful in identifying some purpose in their lives.

Former Life Skills Trainees. Prior to coming to the Centre, all the Life Skills trainees lived with relatives. After leaving the Centre, 39 trainees lived as a nuclear family unit of husband/wife/children or single parent/children. Two families had "grandparents", siblings or friends living with them. The total number of people living in most homes was one to six people (27), with seven to nine people in thirteen homes, and ten to twelve people in two homes. All trainees were engaged in seasonal work, if working at all, prior to going to the Centre and since their return.

Most (21) trainees learnt of the Centre's programs from relatives or friends. Former Oo-Za-We-Kwun trainees (9), Oo-Za-We-Kwun staff (6), band council members (5), and government representatives (2) also told trainees about the Centre. The five most popular reasons for trainees to go to the Centre were the opportunity to earn money (39), to get a steady job (25), to learn a trade (24), to learn life skills (21) and

to get a house (19). Additional reasons listed in Table 4 included: to learn to handle money (17), to get away from problems on the reserve (17), to avoid living on welfare (15), to get steady work experience (12), and to keep the family together (12).

Trainees were asked about the information they received prior to going to the Centre. The most frequent source of this information was a government representative (31), Oo-Za-We-Kwun staff members (4), or from attending Continuing Education courses (4). The benefits they expected from the Centre are listed in Table 5. Earning money (85), the provision of a house (54), a steady job (40), avoid living on welfare (12), and learning life skills (11), were the most frequently mentioned benefits of going to the Centre.

The trainees were also told of the expectations that the Centre held for them. Forty-one trainees knew they would have to take Life Skill training; 29 mentioned they would have to work in an industry; and eighteen were told they would have to behave and stay at the Centre until they had met their obligations.

Observations. The interest of the trainees in a house of their own and a steady job and income, must be expected when all trainees prior to going to the Centre lived with relatives and had only seasonal work. Such benefits must also be highly regarded if friends and relatives are the major source of information about the Centre.

It is particularly interesting that the trainees' knowledge of the Centre's expectations and benefits comes from government representatives. It may be that the trainees just confuse government representatives and Oo-Za-We-Kwun staff members, viewing both as an "outside" agency. Otherwise, the accuracy of the information they receive must be considered suspect.

Although trainees stated that one of the reasons for going to the Centre was to learn a trade, few mentioned that they had been told they could learn a trade at the Centre. However, they were all aware of their obligation to take Life Skills training. It would appear that later dissatisfaction with the Centre's programs is a reflection of the trainees' aspirations, rather than a failure of the Centre to inform trainees about the program. Whether or not the Centre is therefore "meeting the needs of the Indian people" is another question that should not be implied from this data.

Continuing Education Participants. Nineteen Continuing Education participants had attended one course, ten had attended two courses, and two participants had attended three courses at the Centre. The majority (12) had attended courses that were less than a month duration, eight had spent between five and twelve weeks at the Centre, and those who had taken multiple courses had spent between thirteen and more than twenty weeks at the Centre. Twelve participants had been accompanied by their families while taking Continuing Education courses.

Table 4  
Reasons for Coming to the Centre

Reason	1st Choice	2nd Choice	3rd Choice	Rank Score
To earn money	9	5	2	39
To get a steady job	3	6	4	25
To learn a trade	5	3	3	24
To learn life skills	3	4	4	21
To get a house	5	2	-	19
To learn to handle money	3	3	2	17
To get away from problems on the reserve	5	-	2	17
To avoid being on welfare	2	2	5	15
To get steady work experience	-	3	6	12
To keep the family together	2	2	2	12
To decide what to do with my life	2	-	3	9
To solve my drinking problems	1	3	-	9
To have help with personal problems	1	2	1	8
To be able to use recreation facilities	-	3	1	7
To meet and get along with other people	-	2	2	6
To prepare for other training	1	-	1	4
To provide a good school experience for my kids	-	1	2	4
To live in a non-reserve community	-	1	-	3
No reason given	2	2	3	
TOTAL RESPONDENTS	44	44	44	

Table 5  
Information Given to Trainees Concerning  
the Benefits of the Centre

Benefits	1st Response	2nd Response	3rd Response	Rank Score
Will earn money	15	20	-	85
Given a house	18	-	-	54
Given a steady job	3	10	11	40
Will avoid living on welfare	2	1	4	12
Will learn life skills	-	1	9	11
Will learn to handle money	-	4	1	9
Can use recreation facilities	-	1	4	6
Will get away from problems on the reserve	-	1	4	6
Can decide what to do with your life	2	-	-	6
Get some steady work experience	-	-	4	4
Can solve drinking problems	-	1	2	4
Will learn a trade	-	1	-	2
No choice given	4	4	4	
TOTAL RESPONDENTS	44	44	44	

Participants noted that they were told of the course by government agencies (12), band council members (9), relatives or friends (3), previous life skill training (3), Oo-Za-We-Kwun staff (3), or Brandon University staff (1). In nine instances, the reason participants enrolled in the training was because they were told to go to the course, or they wanted a training certificate; starting a new job (6); wanting to become a band employee (2), or just qualify for a job (2); wanting to become a life skill coach (1), or band constable (1); and just wanting to get off the reserve for awhile (1), were additional reasons for taking a course.

The courses taken at Oo-Za-We-Kwun by the sampled participants included: Custodial/Caretaking training (9); Basic Management Training (6); Basic Job Readiness Training (6); Band Staff Training (5); Band Economic Development Training (4); Life Skill Coach Training (3); Local Government Training for Chiefs and Council (2); and Band Constable Training (1). While the courses differ in length and emphasis, a fair cross section of the courses offered by the Department is represented by the sample. In most instances (27) the participants completed the course successfully. Those who did not complete the course (4) said that job pressures, personal problems, not liking the course and the lack of use for the course, determined their reason for terminating.

Observations. In most instances, the participants in Continuing Education courses have identified a specific need for training and come to the Centre to complete the training and gain certification. However, there appears to be a number of participants who are told to come for training, who come for repeat courses, who view the Centre as a break from the reserve, and who fail to complete the courses. Steps should be taken to prevent such practices from continuing.

#### Assessment of the Centre's Programs and Services

There were two major sources of data concerning the assessment of the Centre's programs and services. Current trainees were asked open-ended questions about which services they used and liked. Former trainees and participants responded to a structured checklist that indicated use and rated effectiveness.

Current Trainees' Assessment of the Centre's Programs. Trainees were asked what they felt were the purposes of the Centre. Their responses indicated it was "a place for Indians to go" (14) and "help get work" (10). They would learn; to live in a white man's world" (4); "a trade" (3); how to "get along with others" (3); and an "education" (3). Eight people felt it was meant to help people with family and personal problems, or those "in trouble". Three trainees felt the Centre should provide more trades training or academic upgrading.

Trainees indicated the things they liked most about life skills training included: meeting people (8); communication (8); how to spend money wisely (7); and sharing and solving problems (4). The program was most successful in retraining



people in how to communicate and "speak for yourself" (14); in learning to handle money (5); facing and solving problems (7); and building personal self-confidence and the ability to cope (6).

Other programs that the trainees were familiar with, were the recreation hall (16); health services (12); day care (8); nurse (7); the school (3); and the taxi service (5) which was considered a "rip off".

The purpose of the industries was unknown to eight trainees. A place to work (8); to learn what they do and teach skills (5); to teach perseverance and provide job references (3); to provide a living while at Oo-Za-We-Kwun (2); and "to keep Oo-Za-We-Kwun going" (2) were suggested by other trainees. Most of the trainees were unable to suggest what they might or had learned at the industries, or if the experience was useful. Some did feel the wages were too low (8); it was too far to walk to work (2); and they could do better back at the reserve (2).

Observations. Many of the interviewed trainees were still in Life Skills at the time of the interviews. These people appeared to have enjoyed the experience, were motivated to tackle their problems and had learned budgeting. Their experiences with other services centred on health problems or recreational interests. Those trainees who had started their industrial experience realized its need as a financial support for themselves and the Centre, but could not relate examples of what they would learn at the industries. It appeared to the researcher that any enthusiasm generated by Life Skills was not supported during later experiences.

Former Trainees and Participants Assessment of The Centre's Programs. Both trainees and participants were asked to indicate their use of the Centre's services and programs and to rate the effectiveness of the services in resolving their problems. Their responses to each service are tabulated in Tables 6 and 7.

1. Centre Services. Most LifeSkills trainees had used all the services provided directly by the Centre. Only the alcohol education officer, marriage counsellor, and Continuing Education courses had not been used by a majority of the trainees. Continuing Education participants were familiar as a group with only the lodge/management and staff, the Continuing Education courses, recreation facilities and LifeSkills coaches.

The most ineffective Centre service according to the trainees and participants were the industries (-.29), security services personnel (.49) and site services personnel (.78). LifeSkills trainees rated the LifeSkills training very low (.23), and LifeSkills coaches also low (.8). The alcohol education officer, a new service at the Centre and consequently, not as familiar to most of the trainees, was rated most highly (1.28). Continuing Education participants considered the recreation facilities (1.47) and Continuing Education courses (1.24) to be the most effective programs and services.



Table 6  
Former Trainee/Participant Use and Assessment  
of Centre Related Programs and Services

Programs & Services	Life Skills Trainees (N = 44)		Continuing Education Participants (N = 31)		Total Mean Score
	# Who Responded	Weighted Mean Score	# Who Responded	Weighted Mean Score	
<u>Centre Services</u>					
Life Skills training	43	.23	N/A	N/A	.23
Lodge management/staff	N/A	N/A	30	.86	.86
Continuing Education Courses	3	.3	29	1.24	.77
Life Skills coaches	41	.8	15	.93	.86
Day Care service	30	1.1	8	.37	.73
Alcohol Education Officer	14	1.28	3	.66	.99
Home Skills Facilitator - Home Visitor or Home Economist	30	1.23	10	1.1	1.16
Financial Counsellor	21	1.04	4	1.3	1.17
Marriage Family Counsellor	9	1.0	0	0	1.0
Trainee Housing Allocator	36	1.13	10	1.1	1.11
Site Services personnel	21	.66	11	.9	.78
Security Services personnel	24	.29	8	.7	.49
Recreation Facilities	36	1.16	19	1.47	1.36
Industries at the Centre	36	-.08	8	-.5	-.29

Table 6 Continued

Municipal/Provincial/ Federal					
Unemployment Insurance Commission	12	.58	3	.6	.59
Manpower counsellor	16	-.43	10	.4	-.01
Legal Aid counsellor	3	0	0	0	0
Children's Aid counsellor	3	1.0	1	2.0	1.5
Public Health nurse	27	.81	9	1.1	.95
Health & Social Devel- opment Officer	8	1.0	3	1.0	1.0
DIAND Regional Officer	2	1.0	4	.75	.87

2. Municipal/Provincial/Federal Services. The Public Health nurse and Manpower counsellor were the most frequently used Municipal/Provincial/Federal services by trainees and participants. While the Public Health nurse was generally considered effective (.95), the Mandower counsellor was considered ineffective (-.01).

3. Trainee Services. Very few trainees or participants were involved in trainee services. Those who were, considered the services effective.

4. Private/Business. Trainees and participants are dependent upon the businesses in Rivers for commercial and social contacts. All the business enterprises are considered effective.

5. Community Services. Apart from the Brooke School staff contact with other educational agencies, churches and sports clubs was minor. Those who had used the services were very supportive.

Observations. The trainees and participants differ widely in their assessment of the Centre Services. Trainees appear generally satisfied with the support services at the Centre, but less satisfied with the industrial experience, LifeSkills training and LifeSkills coaches. Either the purpose of the Centre is misunderstood by trainees and they are dissatisfied with the experiences provided, or the training they do receive gradually loses its significance as their interests turn elsewhere.

Conversely, Continuing Education participants appear to have a more clearly defined purpose in attending the Centre and their experiences are generally considered successful.

Dissatisfaction with Municipal/Provincial/Federal services centre on the Manpower counsellor. Their dissatisfaction would appear to support the desire of trainees for

Table 7  
Former Trainee/Participant Use and Assessment  
of Centre Related Programs and Services

Programs & Services	Life Skills Trainees (N = 44)		Continuing Education Participants (N = 31)		Total Mean Score
	# Who Responded	Weighted Mean Score	# Who Responded	Weighted Mean Score	
<u>Trainee Services</u>					
Community Club members	8	1.5	3	.3	.9
Women's Club members	5	1.0	2	0	.5
United Activities group	10	1.5	0	0	1.5
Leisure Recreation Committee	12	.75	4	1.0	.87
<u>Private/Business</u>					
Indian Friendship Centre (Brandon)	3	1.0	5	1.6	1.3
B-J's Solomart - McKenzies	31	1.03	11	1.09	1.06
Rivers Credit Union	24	1.2	8	1.25	1.2
Foreman's Garage	10	.9	3	1.3	1.1
Rivers Inn	21	1.09	12	1.08	1.08
Transportation Services	24	1.25	9	1.2	1.22
<u>Community Services</u>					
Brooke School staff	21	.61	6	1.16	.88
Rivers Collegiate staff	4	1.5	1	2.0	1.7
Brandon University staff	2	1.0	1	2.0	1.5
Assinaboine Community College staff	2	1.0	1	2.0	1.5
Rivers churches	7	.85	1	2.0	1.42
Rivers sports clubs	1	1.0	0	0	1.0

trade skill training, but the lack of opportunity to get this training from either the Centre or supporting agencies is a problem.

The trainee services include those activities that are organized and run by trainees and community members. The lack of community involvement of a voluntary nature indicates a lack of commitment to the community and an inability to overcome the effects of the essentially transient population.

It is interesting to note that although program staff and current trainees noted a general dissatisfaction with the transportation services at the Centre, and between the Centre and Rivers, the former trainees and participants do not indicate a similar concern. The effectiveness of the service was rated relatively high (1.25) by a majority of the former trainees.

The low frequency of use of external educational institutions indicates that effective liaison with most community services is either non-existent, or only applies to individual trainees. The trainees discontent with the lack of trade skill development may be alleviated by increased liaison with these institutions.

#### Impact of the Centre's Programs on Trainee/Participant Lives

Indicators of the impact of the Centre's programs on trainee/participant life styles was determined from a comparison of trainees' previous skills and work habits with their assessment of their post Oo-Za-We-Kwun skills and work history.

Current Trainees Assessment of the Centre's Benefits. Trainees were asked what the Centre had done for them. The responses indicated that the job (9); having their own home and furniture (8); and keeping the family together (5) were the most important benefits. Examples of things they were learning at the Centre included: managing their own lives (4); spending money wisely (3); talking to people freely (3); confidence in themselves (2); solving personal problems (2); promptness (1) and general life skills (1). Meeting new people (2); staying off welfare (1); and being off the reserves (1) were additional benefits of being at the Centre.

When asked what other people thought of the Centre, sixteen trainees felt others liked the Centre, seven did not know and two stated it was a "place for alcoholics" or it "exists because Indians are here." Twelve trainees who were second entrants to the program stated that personal reasons (8) or an inability to handle their drinking or other problems (4) had caused them to leave.

Observations. Trainees currently at the Centre seem to appreciate the opportunities provided at the Centre for meeting immediate needs; that is a job, home and keeping the family together. Very few noted changes in their knowledge or skills. Considering many of the trainees were still in the LifeSkillsLab, it is difficult to make any assessment of the impact of the Centre from this data.

Assessment of Former Trainees' Problems and Skills. The information in Table 8 lists the responses of trainees concerning improvements in money management, family relationships, home management, job seeking skills, children's schooling and housing. It must be noted that most of the trainees felt they did not have any problems in these areas before going to Oo-Za-We-Kwun.

Table 8  
Extent of Centre Help with  
Former Trainee Problems

Problems/Skill Area	Number of Trainees						
	With Prior Oo-Za-We-Kwun Problems		With Post Oo-Za-We-Kwun Problems		Helped By The Centre's Programs		
	YES	NO	YES	NO	YES	NO	N/A
Money Management	12	32	3	39	11	3	30
Family Relationships	9	35	1	41	4	4	36
Home Management	7	37	1	41	8	1	35
Job Seeking Skills	10	34	4	38	4	6	34
Children's Schooling	4	40	1	41	2	2	40
Housing	14	30	5	38	5	7	30

Trainees (11) were most positive about the Centre's help with money management skills. Prior to coming to the Centre they had problems saving money (8), budgeting (2), and paying debts (2). The trainees feel they no longer have these problems. Home management skills, that is shopping wisely (6) and making the home a healthy place to live (2), were also improved by the Centre's programs. Trainees (12) who had former problems sharing a house with relatives felt that changed conditions (7) were more responsible for improving the problem than the effects of the Centre's programs (5). Similarly, the trainees who had problems finding a job (9), or getting along with relatives (9), attributed the lack of these problems (5 and 4 respectively) to changed conditions.

An assessment of trainees use of leisure time before and after the Centre (see Table 9) indicates that fewer trainees now do odd jobs than before, and more now spend their leisure time at home. Although eight trainees felt that the Centre had taught them new ways to use their leisure time, the data is inconclusive in determining the effectiveness of these uses.

Table 9  
Use of Leisure Time

Leisure Activity	Prior Oo-Za-We-Kwun Use	Post Oo-Za-We-Kwun Use
Recreation/Sports	15	12
Odd Jobs	9	2
Stay Home	8	14
Trapping, Hunting, Fishing	5	4
Travel	2	0
Drinking	2	1
Studying	-	2

Trainees were also asked about their previous after school training. For 32 trainees, Oo-Za-We-Kwun provided the first opportunity to take a course of any kind. However, since leaving Oo-Za-We-Kwun, 22 trainees had sought other courses. Seven trainees had taken academic upgrading; five took trades training or started an apprenticeship; six enrolled in BUNTEP, CORE or New Careers programs; three went to university; and one took a typing course.

Observations. Less than a quarter of the former Life Skills trainees felt they had received help with problems, or had developed new skills. It would appear that trainees are generally able to resolve problems before they come to the Centre, and the life skill training provided by the Centre was considered largely irrelevant. If the Centre is to have a definitive impact on the trainees life style, it would appear that more concrete and saleable skills would need to be developed. It may be that the trainees' successful acquisition of life skills may only be clearly demonstrated when the trainees have to adapt to a new job or educational situation. The failure of the Centre to provide a link with such alternatives appears to be a major fault of the program. However, it must be noted that half the trainees did seek other training elsewhere. Whether life skills improved their confidence to seek these alternatives is unknown, but the fact that previously untrained people had become involved in an educational process, some at a high level must be acknowledged.



Assessment of Continuing Education Participants Skill Development. Participants (23) noted that the content of the courses; the ability to communicate; basic management skills; bookkeeping; budgeting; being able to share ideas with other people; and an increase in confidence were the most useful skills learned at Oo-Za-We-Kwun. Six participants felt that much of the course work was too elementary or not helpful and they would not be interested in taking another course. Seven participants felt that more trades training in plumbing, electrical, welding, carpentry and building trades; more basic management (4); further academic upgrading (4); and teacher training (3) would be useful additional courses at the Centre. Fourteen participants were aware of programs in other institutions that they would like to take.

Observations. Continuing Education participants were generally satisfied with the knowledge gained at the Centre. The courses are directly related to their present jobs and interests. However, it is interesting to note that they supported the need for trades training and academic upgrading.

Assessment of Former Trainees' Work Habits and Skills. Prior to going to Oo-Za-We-Kwun, 31 trainees were unemployed and 27 knew they would be doing assembly line work at the Centre. The assessment of the skills learned in the industries indicated that less than fourteen had noted any change in their work habits. The consistent responses to individual items listed in Table 10, suggests a response bias by the trainees, rather than any discrimination among items. Additionally, when trainees were asked which habits were most useful to them, only four replied. They noted that being able to work on your own, being on time and being able to "get on" with the boss, were the most useful skills acquired.

Table 10  
Former Trainee Assessment of Work Habit Skills

Learned Skills	Learned at the Industries		
	YES	NO	N/A
How to work on your own	11	31	2
How to make decisions	12	30	2
How to use and care for machinery	13	30	1
How to take directions	13	28	3
How to dress appropriately for safety	14	28	2
How to be on time	12	31	1
How to talk about the job	12	29	3
How to get on with fellow workers	12	30	2
How to perform a specific skill	12	27	5
How to find a job	12	25	7

At the time of the interviews 26 trainees were employed and eighteen were not. The reasons given for being unemployed included: not interested in a job (7), no work available (4), involved in other training (4), sickness (2), and cannot get hired (1). The skills needed to get a job on the reserves included: trade skills (19), an education (11), band management or clerical skills (10), life skills (5), construction experience (5), bushwork or fishing (2), counselling skills (2), hospital skills (1), or political support (1).

Observations. The above findings strongly indicate that trainees are unaware of the opportunity to develop desirable work habits while working at the Centre's industries or consider these habits of little consequence compared to saleable skills. The lack of relevance is particularly potent when the trainees state that trade skills, an education and clerical skills are necessary to get a job on the reserve.

Assessment of Continuing Education Participants' Work Habits and Skills. Prior to going to Oo-Za-We-Kwun, 25 of the interviewed participants were employed: 12 in Band administered jobs; 8 in education or counselling activities; and 5 in a business or trade related activity. Participants had held these jobs from 6 months to 20 years, with the modal length between 2 and 5 years. Four participants had been housewives and two were unemployed. Nineteen participants had training from previous courses ranging from janitorial (9), trade related (3), clerical (3), and on-the-job training (2), to two university graduates.

After completing the courses at Oo-Za-We-Kwun, 21 participants returned to their former jobs. Of the six who did not, two obtained work that was more directly related to their Oo-Za-We-Kwun training. Participants noted that the most useful skills they had learned at Oo-Za-We-Kwun were: bookkeeping (5); management and local government training (5); trade skills (welding, plumbing and furnace building) (2); life skills (2); basic upgrading (1); and police work (1).

Thirteen participants returned to Oo-Za-We-Kwun for further training. In most cases, the training involved a second level of the previous course. After this training, ten returned to their jobs and three went on to further training.

Only seven participants had not been employed since taking a Continuing Education course. Three participants were in further training, two were waiting for a particular job, and one stated there was no work available.

Observations. The Continuing Education courses primarily offer job training to those persons presently employed. The participants appear to have a history of steady employment interspersed with job training of various kinds. There appears to be little support or access to courses for those who are unemployed.

Trainee Assessment of the Disadvantages of Being at Oo-Za-We-Kwun. Twenty-eight trainees stated that there had been no personal loss to them because they went to Oo-Za-We-Kwun. Those trainees who did feel that they had experienced disadvantages

from being at the Centre (16) included: the loss of their reserve house (4) and money (3); job related problems of loosing their job (1), adjusting to not having a steady job (1) and not being able to get a job because he went to Oo-Za-We-Kwun (1); and personal problems created because the family makes additional demands (3), the family split up (1) or new problems emerged (2).

However, when trainees were asked if "in light of what you have gained and lost from Oo-Za-We-Kwun, would you recommend the Centre to someone else who is in the same situation as you," the trainees were evenly divided. Half the trainees (22) would recommend the Centre, 19 would not, and three did not know.

Observations. Few trainees experience an actual loss from their time at Oo-Za-We-Kwun. Even so, only half would recommend the Centre to people in a similar position as themselves.



Part IV

A REPDRT DF DATA DERIVED FRDM INTERVIEWS WITH INDIVIDUALS WHD OCCUPY  
EXECUTIVE POSITIONS IN THE DO-ZA-WE-KWUN SERVICE DELIVERY NETWORK

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## Part IV

### A REPORT OF DATA DERIVED FROM INTERVIEWS WITH INDIVIDUALS WHO OCCUPY EXECUTIVE POSITIONS IN THE OO-ZA-WE-KWUN SERVICE DELIVERY NETWORK

#### Introduction

This chapter of the report presents the results from a series of interviews with policy makers and administrators from several agencies associated with the Oo-Za-We-Kwun program. The overall purpose of the interviews was to examine the effectiveness of the coordination among agencies involved in program delivery.

The agencies themselves and the pattern of relationships among them are referred to throughout the report as a Service Delivery Network. A variety of agencies comprise the Network including departments of government, corporations, institutions and other organizational forms. One of the first tasks in each interview was to determine which components comprised the Network together with the relationships among them. Once this was accomplished the interviewer determined the functions of each component, reviewed barriers and facilitators to effective coordination, and elicited recommendations for improving coordination. Interviews concluded by having each interviewee offer additional general recommendations for improving the impact of the total Oo-Za-We-Kwun program.

#### Methodology

##### Rationale and Objectives

An important objective of this study was to examine the strengths and weaknesses in the day-to-day operation of the Centre and to elicit constructive suggestions for overcoming identified weaknesses. It was hoped through this analysis that the study would produce information that the Department of Indian Affairs and the Board of Directors of the Oo-Za-We-Kwun Corporation could use to improve the program.

During preliminary discussions of the Terms of Reference, it was learned that coordination among the various agencies involved in program delivery was a major concern. This section of the report deals explicitly with coordination among the components of the Service Delivery Network and with no other operational aspects of the Centre.



The specific purpose of this part of the study was to determine which agencies make up the Service Delivery Network, the nature of the contractual/legal relationships among the agencies, problems involved in their working relationships and recommendations for improving those relationships.

#### Data Sources

A list of organizations, corporations and institutions which were thought to comprise the Network, together with a list of persons to be interviewed, was compiled and submitted to the Director of the Program Evaluation Branch for his review. Simultaneously, reactions to the list of individuals selected to represent the MIB, the Board of Directors of Oo-Za-We-Kwun Corporation, the Industries, and the Office of the General Manager and Centre staff were elicited from each respective organization represented. Recommendations were received and a final list of individuals prepared. The respondent sample was randomly drawn from this list.

#### The Instrument

A descriptive survey design was used employing the semi-structured interview technique as the means of data collection. A semi-structured interview schedule was developed which was flexible enough to adapt to a wide range of respondents, yet structured enough to produce findings which could be compared directly across interviews. The schedule outlined the purpose of the study, the general composition of the respondent panel, the reasons why participation was vital and the study sponsor. Before beginning the formal interviews, the schedule and interview technique was tested during a two day visit to the Centre. The purpose of the pilot was to determine whether or not the schedule actually provided data that would accomplish the objectives of this component of the study, to check on the clarity or ambiguity of the questions and to practice interviewing procedures. The pilot test resulted in a number of revisions in the initial draft.

The final draft of the questionnaire dealt with the following questions:

1. What functions are performed by the agency (group, component or organization) that you represent?
2. Are these functions carried out alone or in cooperation with other agencies? If not alone, which agencies do you work with?
3. What factors do you believe facilitate/help your agency implement its functions? If you work with other agencies, have good things happened? Can you think of times when your agency has worked with other agencies and positive things have resulted?
4. What factors do you believe represent barriers/hinder your agency from implementing its functions: If you work with other agencies, have bad things

happened? Can you think of times when you have worked with other agencies and the results have been undesirable?

5. What recommendations would you make to improve coordination between your agency and others?

6. If you haven't noted them already, are there any other suggestions or recommendations for how the whole Oo-Za-We-Kwun program -- not just the role of your agency in it -- could be improved?

#### The Sample

Knowledge based on experience resulting from long periods of service at various points in the Service Delivery Network was the criteria used for selecting the interview population. As mentioned above, final selection of respondents was carried out randomly. The composition of the interview panel is shown in Table 1.

Table 1  
Network Interview Sample

Agencies	Interview Technique				Total
	Semi-Structured Group	Semi-Structured (Individual)	Telephone (Individual)	Informal (Individual)	
DIAND (Federal)	-	-	-	3	3
DIAND (Regional)	-	1	-	1	2
MIB	1	1	-	-	2
Board of Directors Oo-Za-We-Kwun Corporation	-	4	-	-	4
Industries	-	-	1	-	1
Office of the General Manager	-	1	-	-	1
Department Heads	-	6	1	-	7
Other	-	2	1	2	5
TOTALS	1	15	3	6	25

#### Data Collection Procedures

Altogether 25 interviews were conducted. This included one semi-structured group interview, fifteen individual interviews, three telephone interviews and six informal interviews. Data collected in the group setting and through informal interviews was not produced in a form to permit across respondent comparisons, therefore, it has not been reported directly. Such information did supplement the more formal findings, however, and were useful to validate evaluator observations resulting from the main body of the data. In situations where time constraints or the nature of

the setting hindered note taking, the researchers asked permission to record the interviews. Generally speaking, respondents did not appear to be bothered by the use of the tape recorder and no one refused permission to record interviews when the request for its use was made.

#### Data Analysis and Reporting Procedures

Immediately following each interview the interviewer reworked notes or listened to tapes of the conversation. Data were analyzed largely through a non-statistical reviewing, sorting and combining of interviewee opinions. Answers to questions were studied. Responses were coded and combined into groups and the general tenor of the information was summarized. To clarify or amplify the summaries, a few typical quotations were selected and printed in italics below each summary. The quotations are intended to convey the general "flavour" of the data as expressed by the majority of those interviewed.

#### Report Format

The section which follows presents the findings from the interviews. The results are presented under five major headings as follows:

Relationships Among Network Components: This is a brief presentation of the organizational structure of the Oo-Za-We-Kwun program. A diagram is presented which shows the components and the types of relations among them.

Functions of Each Network Component: The functions of each organizational component with respect to the operation of the Oo-Za-We-Kwun program are presented here as reported by the respondents.

Effectiveness of Coordination Among Network Components: The effectiveness of the coordination among components is discussed in this section. Both positive and negative aspects in the working relationships are reviewed.

Respondent Recommendations: In this section recommendations for alleviating problems resulting from ineffective coordination as well as general recommendations for improving the impact of the Oo-Za-We-Kwun program are presented.

Evaluator Observations Based on Network Interviews: This section presents a summary of the findings resulting from this component of the study.

#### The Findings

This section of the report presents the findings resulting from 18 formal interviews conducted with individuals who have either policy making or administrative responsibilities associated with the Centre. The findings reported below are the

opinions of the people that CIR interviewed. Information printed in regular type conveys the general tenor of the responses while the italics type presents the actual responses quoted directly by interviewees. In some instances where direct quotation would disclose the source of the data, we have rewritten the responses in our own words. When this was done, however, care was taken to preserve the meaning intended by the respondents. Where possible we have attempted to show the number of people sharing common concerns by entering a number in parentheses following the statements which summarize the findings.

This section does not present any opinions of the evaluators. It presents only views expressed by people that were interviewed. The Evaluators Observations, following this section, will present the evaluators synthesis of the findings resulting from these data.

#### Relationships Among Network Components

A Conceptual Model of Oo-Za-We-Kwun. A conceptual model developed in the initial stages of the program was referred to by respondents several times. Presumably this model guided the development of the program as it exists today. The model, shown diagrammatically in Figure 1, reveals the need to link together three vital elements. The elements include: funds, a program delivery capability, and needs. Interviewees reported that in the early stages it was felt that the air force base at Rivers together with the industries and program staff would make program delivery possible; that funds provided by the Department of Indian Affairs and Northern Development would make the program functional; and that the needs that both the funding agent and program unit should address would be voiced by the Indian people. Those who alluded to this model generally admitted that for the Centre to function effectively coordination among these three elements was vital. In this section of the report we have attempted to delineate and define this conceptual model in operational terms and to address the question of the effectiveness of coordination among its components.

The Service Delivery Network. Each interview began by attempting to map out in some detail the relationships between the various groups or components in the Network. The interviewer presented a diagram of an organizational structure pieced together from available information. Interviewees were asked to focus on that part of the diagram containing the group or components where they worked. Comments were elicited to correct errors and to provide more detail wherever that was possible. The resulting organizational structure is shown in Figure 2.

The chart illustrates three types of relationships among the various components: control through funding or contractual agreement, line authority through leases or contracts, and informal liaison. Details about the contents of contracts and lease agreements are presented in another section of this report and will not be repeated here.

FIGURE 1

A CONCEPTUAL MODEL  
OF OO-ZA-WE-KWUN

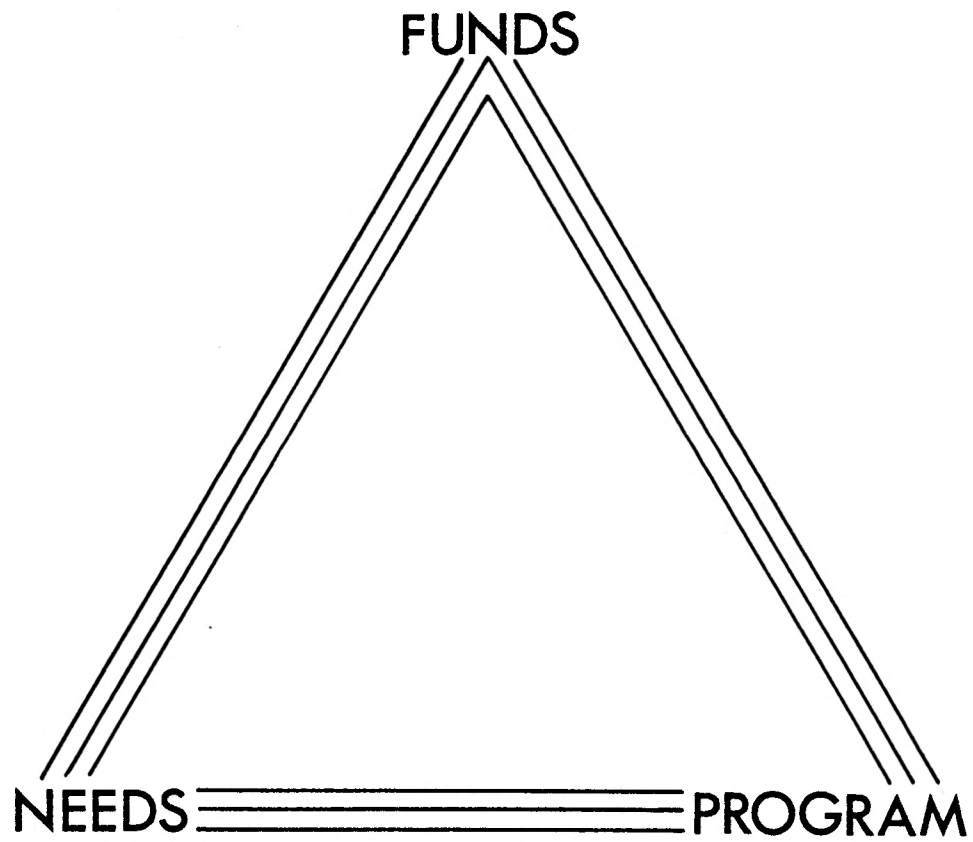
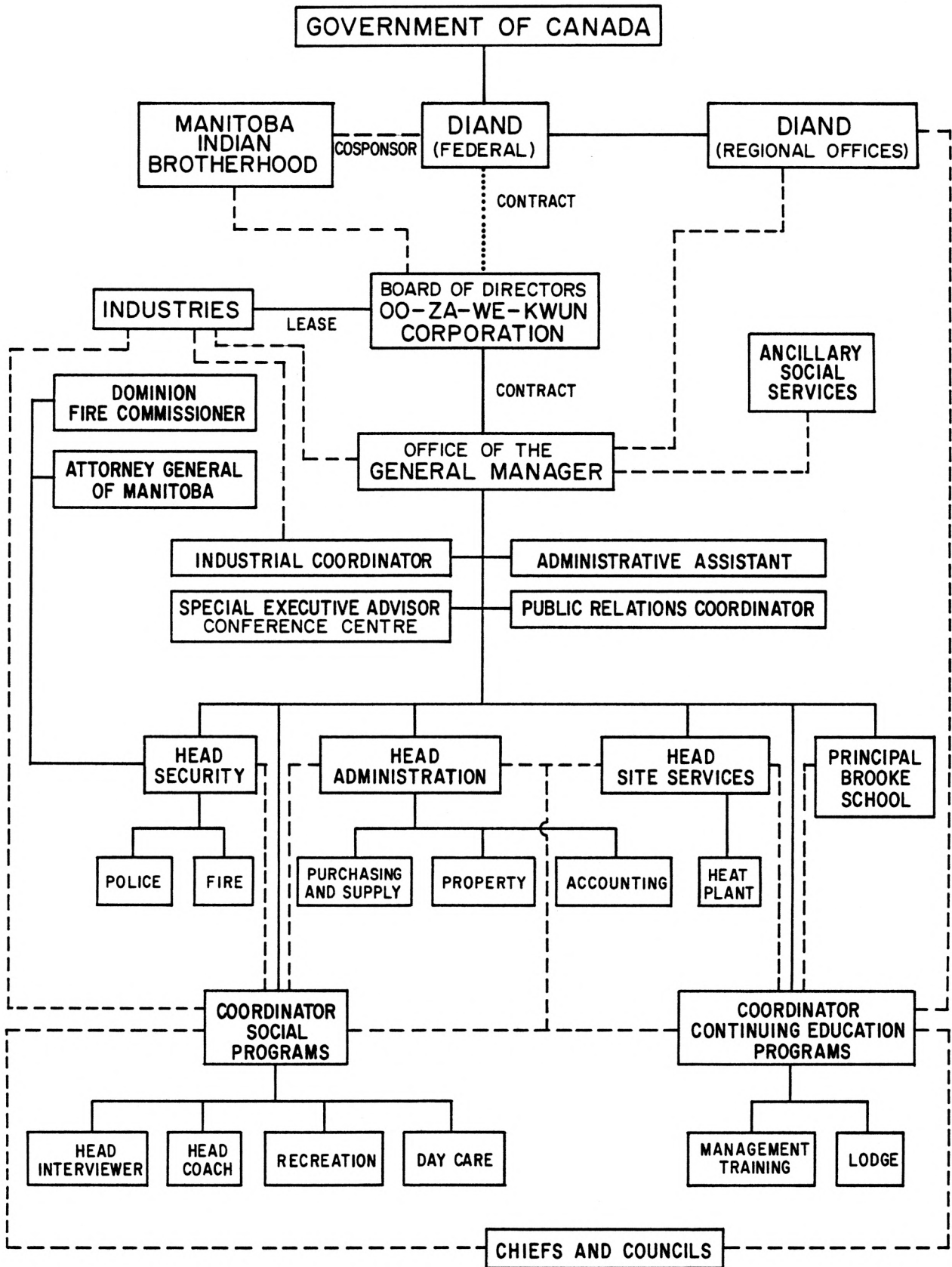


FIGURE 2  
**SERVICE DELIVERY NETWORK**



..... CONTROL THROUGH FUNDING OR CONTRACTUAL AGREEMENT  
 — LINE AUTHORITY THROUGH LEASES OR CONTRACTS  
 - - - - - INFORMAL LIAISON



Briefly, the diagram shows that the Board of Directors of the Oo-Za-We-Kwun Corporation is under contract to the Department of Indian Affairs and Northern Development to provide service, under the terms of the contract, to Indian people. The Board of Directors in turn, has hired the General Manager to administer the Centre. They have also entered into lease agreements with the Industries. The Manitoba Indian Brotherhood has no contractual/legal relationship with either the Board of Directors or the Department of Indian Affairs and Northern Development (as far as the Centre is concerned), but through informal arrangements, precedent and representation on the Board they can influence policy at both the Board and DIAND levels.

Several individuals and departments are directly responsible to the General Manager. Included among these are the Heads of Site Services, Security and Administration and the Coordinators of the Social Programs and Continuing Education Department. Each section/department is further sub-divided giving defined areas of responsibility to the section heads and department coordinators. Assisting the General Manager in various capacities are four individuals including the Industrial Coordinator, Special Executive Advisor (Conference Centre), the Public Relations Coordinator and an Administrative Assistant. Through an appointment as official trustee of Brooke School, the General Manager also exercises control over the school.

A number of informal liaison relationships exist between the Office of the General Manager, the departments/sections and other agencies. A major task of the General Manager is the coordination of services provided by the Industries, DIAND Regional Offices, and other groups or components in the Network. A good deal of the coordination is also done directly with people at the department/section level, bypassing the Office of the General Manager. The Industrial Coordinator works with the Industries, the General Manager, and external clients to promote industrial development at the Centre; the Public Relations Coordinator promotes the Centre through liaison with outside media; the Special Executive Advisor promotes the Conference Centre; the Coordinator of Social Programs works with the Industries to promote the industrial experience component of the program; and the Coordinator of Continuing Education is in frequent contact with the personnel of the DIAND Regional Offices to facilitate management training programs.

#### Functions of Each Network Component

Interviewees were asked to respond to the question, "Generally speaking, what do you believe are the actual functions of your agency (organization, corporation, section, department, etc.)? What role does it play, what are its responsibilities, what activities does it perform?" The answers to these questions are presented as reported to us by respondents.



Department of Indian Affairs and Northern Development.

1. To provide program funds;
2. To review and approve or disapprove proposals put forward by the Board;
3. To provide support for the development of better programs at the Centre;
4. To accept responsibility for the quality of training programs for Indian people;
5. To stand accountable for the use or misuse of public funds through monitoring and evaluation of training programs.

The Manitoba Indian Brotherhood.

1. To work with the Department of Indian Affairs as co-sponsors of the Oo-Za-We-Kwun program;
2. To voice the needs, goals, and desires of the Indian people to the Board of Directors through their appointed member on the Board of Directors.

Board of Directors, Oo-Za-We-Kwun Centre Incorporated.

1. To ensure that the initially intended rationale and design for the program is implemented as planned;
2. To meet regularly (every six weeks) to establish policies that will influence the day-to-day operation of the Centre;
3. To convene meetings at anytime in order to deal with extraordinary issues, problems or concerns influencing the operation of the Centre;
4. To hold the General Manager accountable for translating into action the philosophy and objectives of the Price Report;
5. To direct the management to manage the affairs of the Board;
6. To carry out the responsibilities assigned to it by the Department of Indian Affairs which is the employer of the Board.

Office of the General Manager.

1. To monitor the contract between the Board of Directors and DIAND to ensure that the terms of the contract are upheld;
2. To monitor lease agreements between the Industries and the Board to ensure that obligations under the leases are fulfilled;
3. To monitor the financial status of the corporation;
4. To carry out the will of the Board;
5. To report to the Board;
6. To attend to administration of the day-to-day operation of the Centre in accordance with policies established by the Board;
7. To promote, facilitate and coordinate industrial development with those industries who demonstrate understanding for the philosophy and goals of Oo-Za-We-Kwun.

The Industries.

1. To work with the program departments to provide employment opportunities for families during their training period at the Centre.

The Industrial Coordinator.

1. To work with the General Manager to facilitate industrial development at the Centre.

The Public Relations Coordinator.

1. To promote a positive image of the Centre through liaison with the press, radio, television and other media forms.

The Special Executive Assistant (Conference Centre).

1. To promote the development of the Centre facilities at the Centre.

Administrative Assistant.

1. To attend to administrative functions of the Centre as directed by the General Manager.

The Section/Department Heads.

1. Security: To maintain good quality of life for all residents of the Centre through police and fire protection.
2. Site Services: To maintain and keep the physical plant, roads and other facilities in good repair and working order.
3. Administration: To attend to the business affairs of the corporation including accounting, purchasing and supply, and property management.
4. Social Programs: To implement the Life Skills program; and to supervise the recreation and day care facilities.
5. Continuing Education: To implement the continuing education program; and to supervise the lodge and conference centre facilities.
6. Brooke School: To provide educational services to children at the Centre.

Effectiveness of Coordination Among Network Components

This section presents the findings resulting from a review of the working relationships between the components of the Network. Problem areas are identified and strengths and weaknesses in the working relationships are reviewed. Direct quotes are presented and the number of respondents represented by the quotes are enclosed in parenthesis.

1. Comments by four of the Board Members indicated that there is a good working relationship between the Board and the Department of Indian Affairs.

*"One of the best things in our relationship with DIAND is the Board Member representing them. He provides a very positive input in terms of working relations between Oo-Za-We-Kwun and the Department of Indian Affairs. I think he has done a tremendous job - that is a positive aspect - the line of communication is a good one."*

2. While Board Members generally viewed their relationship with the Department of Indian Affairs positively, concerns were raised about funding by four of them.

*"Perhaps, one of the negative things is their hold-the-line policy on funding. Everything is going up. If the government would give Oo-Za-We-Kwun a percentage increase in proportion to their budgets over the past three years, we would be laughing now."*

3. Comments by four of the Board Members revealed a good working relationship with the Office of the General Manager.

*"The Board as a whole has utmost confidence in the General Manager."*

*"We are very fortunate to get a General Manager who not only understands the philosophy of the program, is a good manager, an excellent businessman and who has empathy for the Indian people."*

4. Two respondents levelled severe criticism at the Board for its failure to meet on a regular basis. There is a concern that the General Manager is usurping the function of the Board.

*"Lines of communication with the Board have been cut because the Board fails to meet on a regular basis."*

*"Because the Board does not meet the General Manager has assumed the responsibility of the Board of Directors. There is no way to make ourselves heard at the Board level."*

5. Four Board Members reported that meetings were held every six weeks. Records provided by the Office of the General Manager revealed that 14 meetings have been held during the period January 20, 1976 through November 25, 1977. No Board meetings were held during the period November 25, 1977 through March 31, 1978. Several reasons were offered to account for lack of regular meetings. Board Members reported that:

(a) One person reported that prior personal commitments of the individual members of the Board have resulted in not being able to establish a quorum.

(b) Two reported that death of a Board Member has made it increasingly difficult to obtain quorums.

(c) One stated that limited funds have necessitated holding fewer Board meetings each year.

6. Generally, the comments of all respondent groups pointed to a breakdown in working relationships with the MIB. The question of control of the Centre was mentioned by twelve respondents.

(a) Five felt that the threat of Indian control is creating instability.

- (b) One person expressed the opinion that the Chiefs, themselves, would question Indian Control.
- (c) Three expressed the view that there might be a division between the Chiefs and the MIB executives.
- (d) Others felt their present problem clearly not the fault of the chiefs. Those holding this view accused the MIB of political interference.
- (e) One person felt that there would be no problem with an Indian Board but expressed the view that control should not rest with the MIB.
- (f) Other typical comments illustrating the controversy are:

*"I don't think the executive of the MIB should be harassing the Board of Directors. If there are any problems, they should air them to the Department of Indian Affairs, they are co-sponsors."*

*"We have never had any real complaints registered by the MIB through their nominee. Rather than come straight to us, they go to the media -- it's a very difficult thing for the Board to handle."*

*"My main concern is the impact that this battle is having on the trainee and what it does to the industries."*

- (g) Three Board Members commented on the legal basis of authority and urged the MIB to play a supportive/cooperative role.

*"I don't think the Board of Directors should be taking direction from the MIB or should be allowing the MIB to change the structure or the system in one way or another. Because, you know, the one who pays the piper calls the tune. The Department of Indian Affairs plays the funding role, MIB should play the supportive role ... that's what I expect the MIB to do."*

- (h) At all levels, there is deep concern about the current situation with the MIB. The breakdown in relationships has produced general feelings of insecurity amongst the trainees, staff and industries. Five respondents reported that immediate action is needed to deal with the problem. Some went so far as to suggest that the MIB, or Indian Affairs or both withdraw from the Centre.

*"If the continued harassment of the MIB is going to jeopardize the whole program, then I wonder if the thing to do would be to take it out of Indian Affairs completely and come up with a formula that would run it under another government department - Manpower, DREE or whoever - I haven't really thought this one through. If things continue the way they are, industries will pack up and go and then that's it."*

- (i) Three respondents felt that the Minister should step in to resolve the problem.

*"If the Minister decides he wants the program to continue, he is going to have to get together with the MIB and say, look, if you're not prepared to support the thing the way it is now, tell me what you'd*

*like to see. If you want to be part of it fine, but let's work, cooperate; if not I'll come up with another formula."*

7. Evidence provided by interviewers revealed that the sections/departments work together very well. Most of the section/department heads express appreciation to others for their willingness to help and facilitate what they were trying to do in each section. There appears to be one exception, however, as in more than one instance interviewers asked the researcher to turn off the tape recorder when relationships with the security section were discussed. Comments generally revealed the need for better communication with that section.

8. Working relationships between the General Manager, the Industries, the Industrial Coordinator, the Special Executive Assistant and the Administrative Assistant also appear to be good. No major problems were raised.

9. Working relationships between the Centre staff and the Industries also appear to be good.

10. While the department/section heads generally display a high degree of loyalty to the General Manager and have a lot of respect for him, there are factors operating that appear to detract from the effectiveness of the management of the program.

(a) It was stated several times that the General Manager does not involve section/department heads in group discussions that affect the day-to-day operation of the Centre.

*"As a staff, we don't meet with him at all. Each section/department head does, however, meet with him individually on a regular basis."*

(b) It was also stated several times that control at the Centre resides with the General Manager.

*"Rather than lead in a progressive way and free people to do what they can and to coordinate and facilitate their doing that he maintains absolute control."*

(c) It was generally felt amongst the department/section heads that coordination of program functions has been impaired because of lack of leadership by the General Manager.

*"The problem on the whole, I would say, is just lack of leadership. There is just really a need for leadership and the bringing of staff together - either by the General Manager or someone who designates - not everyone has the necessary skills to do that."*

(d) The administrative style of the General Manager appears to engender an atmosphere of mistrust. Some interviewees suspected an "underground" network that keeps the Manager informed about what is going on at the Centre.

(e) Others, familiar with the mode of operation at the Centre, contend that the General Manager does not trust his professional staff as professionals.

*"Some have resigned because they have not been given the scope to do what they think should be done. That's a problem at the Centre, the General Manager doesn't let his professionals be professional."*

11. In spite of the fact that the lack of leadership for the section/department has impaired coordination at that level the people employed by the General Manager speak very highly of his skills in coordinating the functions of the Centre at higher levels. Generally, they see the problem being the Manager is a superb businessman, but not an educator. It is generally felt that he gives first priority to business functions leaving the educational component to flounder or limp along on its own. The following comments illustrate the general high degree of respect and praise that the staff has for the business capabilities of the General Manager.

*"The Centre would profit if the General Manager would look after sort of external things, because he is very brilliant at that. He's kept Oo-Za-We-Kwun from folding a couple of times. It is constantly under attack."*

*"How many people can sit down with the Japanese government and talk about the possibility of a second Sekine or ways of keeping Sekine afloat or be available to them as a part-time consultant?"*

*"The General Manager has many good qualities: the ability to see through things, a healthy amount of suspicion, the ability to talk to \$40,000 a year executives at their level in business, government and finance terms. He has a way that makes business people feel they are talking to someone who understands them and who has their interests at heart, someone who can negotiate. Some guy who is kind of a typical academic in those situations would fall flat on his face."*

12. Some of the section/department heads feel that the present role of the General Manager should be redefined. They feel an assistant manager with complementary skills, is needed.

*"The Board is going to have to step in and say to the General Manager, 'You have very highly developed skills in some areas, but not in others. We want you to have an assistant manager who can work in those areas where you do not have skills so that you can continue doing what you're good at. Furthermore, you've got to learn to work together.'"*

13. In conclusion, one factor that appears to affect the ability of groups/components to work together at all levels was mentioned several times. (10) Too many people who occupy key policy making and administrative positions, according to respondents, put their own personal feelings and desires ahead of what is best for the needs of the Indian people. In the same vein, they have stated that important decisions relating to funding have been influenced by rumor, feuds, long standing personal grudges and politics rather than fact. There is a general feeling amongst many respondents that a "shake-up" is required at many levels of the system. A major problem is the



personnel who now occupy administrative and policy making positions. If the composition of the personalities changed many of the coordination problems would resolve themselves.

*"Some people who occupy key positions hold long standing personal grudges against others."*

*"There aren't many people who know it, but personal feuds are impinging on the operation."*

14. While this component of the study did not address the questions of impact directly, many opinions expressed by the interviewees reveal strong support for the program. They generally feel that what is being attempted at Oo-Za-We-Kwun is basically sound, however, the potential value of the effort has been greatly thwarted by the problems involved in implementing it.

*"I don't think that I question any of the concept, the idea of bringing the resources of government, the opportunities of private enterprise, job creation and the Indian trainee together in one place. We might say that there's a need for more life skills, more academic upgrading and so on, but I think the concept as originally conceived is good."*

#### Respondent Recommendations

Recommendations for Improving Coordination. The following recommendations were provided by respondents for improving coordination among the groups or components in the Network.

1. *That the Centre be freed of any political groups that interfere and thus create an unstable attitude in both the program and the industries.*
2. *That the Board of Directors, the Executive Council of the Manitoba Indian Brotherhood, and the Department of Indian Affairs immediately undertake steps to come to a joint agreement to removing the Centre from the "political" sphere. It is further recommended that these three parties come to an agreement as to the purpose of the Centre.*

*Over the past three years, the Centre has become a political "whipping boy" for various special interest groups. This has had the effect that staff morale in some Departments has steadily declined. It is also affecting the sense of stability which is necessary for the proper planning and growth of the Centre.*

*Furthermore, unless minimized, it will create difficulties in attracting and keeping qualified staff. This will result in users not receiving high quality training.*

*It is suspected that the political undertones that appear to be behind many of the relations with MIB are the result of misunderstanding of the concept of the Centre. It must also be realized by the Centre that the awareness and priorities of Indian people have changed since the Centre began.*



*It is time that the three parties named above "put their cards on the table" and jointly work to support the Centre. The alternative to jointly working together is to immediately implement the phasing out clause of the contract between the Centre and the Department of Indian Affairs. If this is done, it must be clearly understood that political influence was the cause, and responsibility, for such action must be clearly associated with the appropriate party.*

- 3. That the General Manager and the section coordinator (and school principal?) meet regularly (at least twice a month) to study, develop, evaluate and revise policies, goals, aims, objectives for the Centre as a whole.*
- 4. That the annual budget prepared for the approval of the Board of Directors be finalized by the above named group and that departmental accountability for budget expenditures be first to this group.*
- 5. That a vehicle be developed by which information about programming can be conveyed from the program sections to the Board of Directors, and information about policies and objectives, etc. from the Board to the program level.*
- 6. That the resident trainee population be represented at decision making levels of the Centre's operation.*
- 7. That a vehicle be developed to provide effective communication between the program level of the Centre's operation and the two components: DIAND and MIB.*
- 8. That the present membership of the Board be reviewed with an aim to filling vacancies and replacing some members so that the Board has in its membership*
  - (a) professional knowledge of the helping fields*
  - (b) professional experience of the working of training and/or educational institutions*
  - (c) expertise in effective corporate management and procedures.*
- 9. I don't know how to put this into a recommendation, but none of the above will be of any effect unless there is a new General Manager of different orientation to the present incumbent, or the Board requires the present General Manager to involve the senior Centre staff in real decision making.*
- 10. That the General Manager as well as other department heads get involved with the trainees and not get lost in their ivory tower oblivion.*
- 11. That the administration stick to administration and let the other departments run their respective programs.*
- 12. That the present Board be asked to resign and be replaced by an Indian Board.*

**General Recommendations.** The following recommendations were provided as general recommendations for improving the entire program.

- 1. That a situation be created whereby new and existing staff (professional and administrative) will have a feeling of security (steady jobs), which will enable each one to direct its energies towards the program, while being employed by the Centre.*

2. That a private or independent corporation or company (non political) be given the opportunity to take over the entire property and contract to various agencies to use the facilities for training and industry. Some of the homes can be made available for purchasing thus creating a stable community through investment and ownership.
3. That the Board of Directors actively pursue financial inputs from agencies other than the Department of Indian Affairs.

The basic concept of the Centre is applicable to many groups in Western Canada. At the present time, these groups are denied access to the Centre's programs, except in the area of Continuing Education programming. Many individuals experience problems with coping with today's society and job market, and the Social Program skills are as essential to them as they are to Treaty Indians. While recommending an increase in the potential user population, it is at the same time recommended that Indian people remain as a prime user.

4. That the Department of Indian Affairs undertake to provide adequate funding for the activities of the Department of Continuing Education.

Over the past 2½ years, this Department has been actively expanding its programs. Program participants have come from many parts of Canada, so it is deemed appropriate to say that its programs are meeting training needs beyond the Manitoba region.

It is now time for the Department of Indian Affairs or some other funding agency or agencies to undertake responsibility for ensuring that this Department has the funding necessary to expand its present programs and develop other programs deemed essential.

It should also be noted that the Department of Continuing Education receives minimal mention in the original report on the Centre (The Price Report) and doesn't receive a large portion of the overall Corporation budget. However, it is felt that because of the changing times, this Department can and should become a major activity of the Centre as a whole.

Given adequate funding, the Department would be able to make its programs available to more potential students and ensure them of quality programs.

5. That an Advisory Board be established to assist in the identification of priority training areas. This Board should be comprised of representatives from the Department of Indian Affairs (Economic Development and Band Staff Training), the Manitoba Indian Brotherhood (at an executive council level), Canada Manpower, Manitoba Metis Federation, and The Department of Education - Province of Manitoba. The purpose of the Board would be to advise in setting training priorities, coordination of training and development, acting and identification of potential training funders.

Training cannot succeed if done in isolation from the realities of life. Funding, inputs into development planning and employment opportunities for course graduates must be carefully coordinated in today's rapidly changing world. We have too many times seen training done for training's sake only. We believe training must be a planned input into long term development goals.

6. That the Federal Government designate the Centre a staff training college for Federal civil servants, particularly those employed by the Department of Indian Affairs.

*The Centre would be able to offer the Federal Government an efficiently operated facility to carry out its training activities. Not only are the facilities available, but in this day and age of spending restraints, it is felt that the Government would realize an overall cost savings by using the in-place facilities and services to a much larger extent.*

*Program coordination and support could be effectively worked out with the present staff-training departments, given the proper mandate.*

*It is realized that the Centre doesn't offer the night life that course participants would have available in large, urban centres, but the relaxed, rural environment, plus continuing upgrading of facilities and services would lead to an attractive training atmosphere.*

- 7. That native people be given tasks and roles that are meaningful and not just tokenary. There are enough qualified native people now that should be in key positions both at the administrative department as well as the Social Program level to the other department including the position of General Manager.*
- 8. That the trainees be given sufficient salary to allow for flexibility in their budgeting.*
- 9. That the trainees be given enough relaxation time in the industries.*
- 10. That the industries look into the idea of contingency contracting, that is, - the trainee would be given the opportunity to put in his forty hours anytime in a week.*
- 11. That credible courses from the University and Community College be made available at Oo-Za-We-Kwon.*
- 12. That more money be provided so that programs can be improved.*

*I can, as an Indian, see the improvements needed today - band secretary, bookkeeper, clerks, shorthand, controllers, social workers, health workers, nurses, band managers, small business, economic development. Life skills must be taught first, however, followed by whatever the Indian wants. They will learn what they want to learn, not what we choose for them.*
- 13. That the program continue so that we can help families stay together while training.*
- 14. That steps be taken to resolve the problem of the deficit of the Corporation.*
- 15. That steps be taken to insulate the Corporation from political interference.*
- 16. That a method of on-going internal review be established.*
- 17. That program planning get underway immediately to improve the social program component.*
- 18. That the corporate structure be changed to remove it from political interference.*

*Since inception of the Centre in 1971 the Corporation has spent a considerable amount of time defending its action against those that feel*

*it is not fulfilling its mandate or not providing training that meets all the needs of the Indian people. The effects on the staff and the program are self evident.*

*What is required is a corporate structure that would eliminate the above and permit the Board, the management and the staff of the Corporation to concentrate their energies on the job at hand ie. to provide an effective Life Skills program for Indian people requiring such skills.*

19. *That the number of trainees using the Centre be increased.*

*I'll reiterate the fact that coaches work well with trainee families while they're living at the Centre. But some 100 families pass through the Centre yearly and I would like to see that number increase. If the Social Programs Department could be re-organized somehow to accommodate larger numbers of trainee families, it would gain much credibility in my opinion. Unfortunately I have no concrete suggestions for how this could be accomplished - other than by centralizing more, and simplifying the chain of command; there seems to be an excessive amount of bureaucracy in this department, ie. too many chiefs and not enough Indians.*

20. *That a follow-up mechanism be installed at the Centre.*

*The impact of Oo-Za-We-Kwun's program on trainees I have met at the Centre seems to be good, and I don't think the quality of counselling is in question. But there is no "follow-up" mechanism employed here, and I think that is a vital link missing in the whole training process. Very often trainees get frustrated and leave the Centre - counsellors sometimes don't get the complete or the real reasons why - and suddenly the Centre is cut off from that family, with no present means of tracing them in the future. Perhaps it would be worthwhile to assign a person the task of keeping track of the future progress of the trainees - if it's feasible to do so. Only in this way can you assess the total impact of the Oo-Za-We-Kwun's training program on individuals that have passed through the Centre.*

21. *That more money be provided to improve training programs so that the Indian would be better equipped to adjust to the strange environment of the white society.*

#### Evaluator Observations

1. There appears to be a good working relationship between the Board of Directors and the Department of Indian Affairs. While Board members generally viewed their working relationship with the Department of Indian Affairs positively, they do have concerns about the present hold-the-line policy on funding.

2. Overall, there appears to be a good working relationship between the Board of Directors and the Office of the General Manager. They are generally pleased with the way in which he has handled the business of the Corporation.

3. The Board has come under severe criticism from some sources for its failure to meet on a regular basis. There is concern that the General Manager is usurping the function of the Board. The record shows that the Board has, in fact, not met on a regular basis.



4. While there have been occasions in the past when the Board of Directors and MIB worked effectively together to resolve problems concerning the Centre, there has recently been a breakdown in the working relationship. The question of control of the Centre appears to be the central issue. The threat of a change in control is creating instability at the Centre. There is deep concern about the current situation at all levels. Immediate action is needed to deal with the problem as it is adversely affecting the Centre.

5. There appears to be a good working relationship among the section/department heads. The security section appears to be somewhat isolated from the others, either due to lack of communication with that section, or the authoritative responsibility it holds.

6. The Industries and the programs (Life Skills and Continuing Education) work together very well in their efforts to facilitate accomplishment of program goals. While it appears that they have done a good job in doing what they set out to do, other ways of involving the industries in training programs need to be explored.

7. The section/department heads seem to display a high degree of loyalty to the General Manager. There are factors operating that detract from the effectiveness of the management of the Centre at levels below the Office of the General Manager. Failure to involve the staff in developing policies to guide the operation of the Centre, failure to share decision making responsibility, lack of effective leadership, mistrust, and failure to treat the professional staff as professionals are all problems that impair effective coordination of the departments/sections.

8. While the coordination of the departments/sections has been a problem, at all levels of the Network including those immediately below the General Manager there is a high degree of respect for the way in which he has facilitated the business accomplishments of the Corporation. No one doubts his competence as a businessman, but some doubt his competence as an educational administrator. While there is no doubt that the Corporation needs a good business manager, they also require a good educational administrator. There is a need for the Board to carefully review problems in administration of the educational component and to clearly delineate the functions of one individual as an educational administrator in charge of this aspect of the Centre.

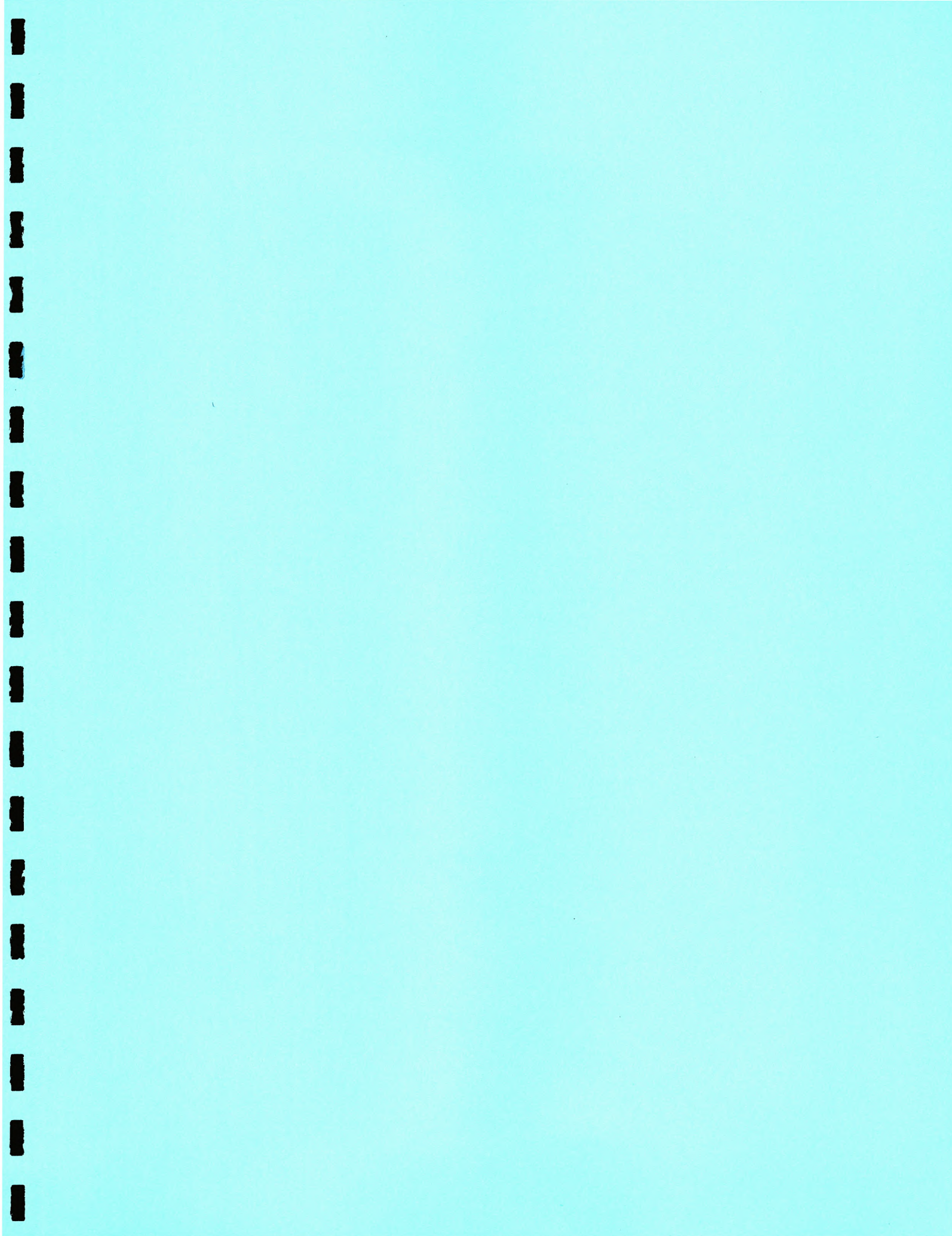
9. There is a general feeling that a major problem is the character of the personalities that currently occupy influential positions. Problems of coordination might resolve themselves if the key actors changed.

10. There appears to be strong support at the executive level for the original intended goals of the Oo-Za-We-Kwun program. No one seems to doubt that the idea of coordinating the resources of government with private enterprise in order to administer to the needs of Indian people is a good idea. A basic flaw in the model appears to be

the way in which the needs of the Indian people were initially to be made known to the funding agent and program unit. While it is important for the Board of Directors to continue to listen to the needs of Indian people as voiced by them, it is a mistake for the Board to rely solely on politically motivated sources as the only means of establishing goals for training programs. There is a need for the Board to implement a comprehensive needs assessment and program planning capability at Oo-Za-We-Kwun which responds directly to needs as expressed by potential trainees at the reserve level.







Part V

REPORT OF DATA DERIVED FROM INTERVIEWS  
WITH ANCILLARY SERVICES PERSONNEL

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## Part V

### REPORT OF DATA DERIVED FROM INTERVIEWS WITH ANCILLARY SERVICES PERSONNEL

#### Introduction

The Ancillary Services Interview Schedule was designed to elicit information from persons who provide support services to the trainees during their stay at Oo-Za-We-Kwun. These support services include those available at the Centre and those utilized and available in the larger community in Rivers and Brandon.

#### Methodology

##### Rationale

One of the advantages of the Centre was to be its ability to create a "community classroom" where the family unit could, if it desired, participate in the institutions (school and church), resource systems (medical and dental care), and groupings (recreational and career related services) which characterize a modern non-rural community. Such services were available to trainees after their Life Skills training and prior to terminating their stay at Oo-Za-We-Kwun.

Since Oo-Za-We-Kwun was not intended to be a self-sufficient community, many of the services in the Rivers and Brandon areas are used by families to meet specialized needs. The opportunity to do so, the extent and value of such use, and the desirability of extending the role of such services within the Centre were questions of interest in this evaluation study. Because these services provided a contextual framework within which the trainee applies his/her Life Skills training, ancillary personnel may be in a position to comment upon the observed impact of the Oo-Za-We-Kwun training.

##### Objectives

The specific objectives of the Ancillary Services Interview Schedule were:

1. To ascertain the knowledge of ancillary services personnel concerning training programs provided by the Centre;
2. To determine which programs were more successful in helping the Indian families;



3. To ascertain what support services were provided to the trainees at the Centre;
4. To discover whether these services were a response to a particular need, or were common in any community;
5. To determine if additional services could be provided and why they are not;
6. To ascertain what the impact of ancillary services was on trainees;
7. To discover what the impact of the training program of the Centre was on Indian people;
8. To determine what problems people have living at the Centre;
9. To ascertain what criteria was used to judge successful and unsuccessful trainees of the program and what activities at the Centre contributed to this success or lack of success; and
10. To determine the ancillary services personnel recommendations for improvement of the Centre and its services.

#### Data Sources

An examination of the functioning of the Centre indicated there were five major categories of ancillary services available to the trainees.

Centre services. These services were initiated and provided directly by the management; e.g. Day care, Security Services, Site Services, Trainee Housing allocation, Recreation services, and Lodge management.

Trainee services. These services were initiated and controlled by the trainees themselves; e.g. Community club, United Activities group, Leisure Recreation Committee.

Municipal/Provincial/Federal. Services provided by these agencies included Childrens Aid, Canada Manpower, Public Health Nurse, Health and Social Development, and the Rivers Police.

Community organizations. Brooke School, Rivers Collegiate, Rivers Hospital Medical and Dental Services, Churches in Rivers and Wheatlands, Brandon University and Rivers Taxi were considered community services.

Private business/groups. These groups provide a direct service to trainees on the trainees' request; e.g. Royal Bank, Credit Union, B.J.'s Solomart, Rivers Hotel, Lill's Chalet and Indian and Metis Friendship Centre at Brandon.



### The Sample

The administrative head of each agency or group was asked to list those persons from their agency or group most knowledgeable about the Centre's operations or who were most directly in contact with the trainees. It was decided to interview all persons so listed (see Table 1), but three were unavailable. One declined to participate due to pressure of business, one could not participate due to illness, and another could not be accommodated due to time constraints.

Table 1  
Ancillary Services Personnel Sample

Group	Identified Population	Sample Interviewed
1. Centre Services	9	8
2. Trainee Services	3	3
3. Municipal/Provincial/Federal	5	4
4. Community Services	9	9
5. Private Business/Groups	8	7
TOTAL	34	31

Of the 31 respondents interviewed 71.0% had more than two years experience with the Oo-Za-We-Kwun Centre and 64.5% had contact with Indian people in other locations. Twenty-six per cent had more than two years contact with the Rivers Airforce Base and 74.2% had no such contact. Ninety-three point five per cent of the personnel of Ancillary Services demonstrated sound knowledge of the programs offered at the Centre for Indian people and were equally familiar with the particular members at the Centre they served.

### The Instrument

The design of the instrument was based on questions identified in the Phase 1 guide to the study. The questions were arranged in a semi-structured questionnaire format. The instrument was designed to: assess the impact of the Centre's programs on trainees with supportive examples; identify the respondents familiarity with the services provided by the Centre; outline the actual services, ancillary services provided for the trainees; discover the services they could provide and the reasons they are not provided; and to determine recommendations for the improvement of the Centre and its services.

The instrument was reviewed with the Coordinator of Social Programs at the Centre to assess its accuracy and relevance. After it was piloted by three people,

revisions were incorporated before application to the sample population.

#### Data Collection Procedure

A letter was sent to all members of the selected sample to elicit their interest in participating in the study. This was followed up by a personal telephone call to arrange an appointment. The respondent was met at the appointed time and interviewed by one CIR researcher. Responses to the structured questionnaire were noted by the researcher. These responses were reported back to the respondents at the end of each item.

#### Data Analysis and Report Procedures

The responses to the questionnaire items were coded for a computer analysis of frequency of responses. This was done for the five ancillary service groups and for the total of these groups. The quantitative statements in each section were listed and then grouped to determine trends. These trends were then matched to the analysis of frequency of responses and the examples of the impact of the programs. From this data we were able to determine: a summary of the services provided; the unfulfilled needs; and the impact of the programs on the trainees at the Centre as perceived by the ancillary service groups.

The following section will report the findings of the Ancillary Service Personnel Interview Schedule. These will be reported under the headings of Rationale, Design and Operation, Impact, General Comments and Recommendations.

### The Findings

#### Rationale

In this section we examine the responses of each of the Ancillary Services groups and the total responses to the statements about the philosophy, goals, principles and needs addressed by the Centre's programs. All responses are presented in Table 2 but only the highlights are commented on.

Goals, Philosophy and Principles. The strongest support was for the goal, "helps Indian families as a unit to explore their personal goals and ambitions." This was consistently strongly supported by all groups. Two other goals, "to encourage trainees to become active participants in their own learning through a self-evaluative process" and to "increase trainees' participation in a community which supplies a job and provides services common to any urban community" were well supported by the total groups. The Centre Services group and the Trainee Services group who are both directly involved at the Centre indicate very strong support for the goals and their application. The Municipal, Provincial and Federal Agencies are less supportive of the philosophy, goals and principles of the Centre. They indicate

Table 2  
Ancillary Personnel Assessment of Statements Related  
to the Centre's Philosophy Goals and Principles

	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	Total Population
Statement	N=8	N=3	N=4	N=9	N=7	N=31
1. The philosophy, goals and basic principles of the Centre are clear	1.25	1.0	.75	.33	.43	.68
2. I have found it difficult to apply the philosophy, goals and principles of the Centre	-1.38	-1.33	.75	-.11	.14	-.29
3. A very important goal of the Centre is to help trainees to learn to live in an urban town	1.25	.33	0	.66	.43	.65
4. A very important goal of the Centre is to help trainees to learn saleable employment skills	1.0	.66	-1.0	1.22	.57	.68
5. A very important goal of the Centre is to help trainees become involved in their own learning	1.0	1.66	.5	1.22	.86	1.0
6. A very important goal of the Centre is to increase trainees' participation in a community which supplies a job and provides services common to any urban community.	1.5	1.33	-.5	1.33	.71	1.0
7. A very important goal of the Centre is to help Indian families, as a unit, to explore their personal goals and ambitions.	1.5	1.66	1.25	1.11	.86	1.23
8. A very important goal of the Centre is to assist in the development of management skills for the governance and economic development of the reserves.	.75	0	.75	1.11	.86	.81
9. A very important goal of the Centre is to encourage the private business sector to participate in the job training of Indian people.	.63	1.0	-1.25	0	.71	.26

strong disagreement that the Centre is to encourage the private business sector to participate in job training of Indian people. This goal has the weakest support in the consensus of all the goals of the Centre.

The clarity of the philosophy, goals and principles of the Centre diminishes as the direct involvement of the groups in the activities of the Centre diminishes. Hence the General Community Services and Private Business groups find the goals less clear because they are not as close to the operation of the Centre as Centre Services.

Observations. From the generally strong agreement with the goals of active participation in their own learning, the increased participation in a community supplying a job and services common to any urban community, and the exploration of personal goals and ambitions, it may be concluded that the Centre attempts to foster a strong independent individualistic development in trainees.

Those living and working at the Centre indicate strongest agreement with the philosophy, goals and principles of the Centre. Those involved in the larger community (Rivers and Brandon) particularly those in Private Business groups indicate weaker agreement. This is possibly due to their lack of direct involvement with the Centre.

The disagreement, and relatively weak agreement where it is given by the Municipal/Provincial/Federal Agencies concerns resource people working directly with the Centre and the larger community. Because of this, they are in a position to provide some balanced assessment of the Centre's programs. Their responses indicate disagreement with the goals that the trainees are acquiring saleable employment skills, either through the Centre's programs or through involvement of private industries in job training.

Needs Addressed by Programs. The strongest support for the needs addressed by programs at the Centre is for those which address the struggle of Indians "to find their identity, are having money problems, or need help getting along at home or school." However, here the Municipal/Provincial/Federal Agencies did not support the statement that programs addressed this need. The least support was for the statement that the programs addressed the need for Indians who want to take further training at University, College or Trade School with two groups, neither agreeing nor disagreeing that the need was addressed.

Observations. While most groups agreed that programs did address the needs of Indian people in finding their identity, handling money and getting along at home or school, there was one group which disagreed. It may be concluded there is some variation in agreement. The overall agreement that programs are addressing the needs of Indian people is not strong.

Table 3  
Ancillary Personnel Assessment of Statements Related  
to the Needs Addressed by the Centre

	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	Total Population
Statement	N=8	N=3	N=4	N=9	N=7	N=31
10. The Centre's programs address the needs of Indian people who want to take other training at a university, community college, or trade school	1.0	0	0	.56	.57	.52
11. The Centre's programs address the needs of Indian people who want to find and keep a job in a town or city	1.13	1.0	.25	.56	.86	.77
12. The Centre's programs address the needs of Indian people who are struggling to find their identity, are having money problems, or need help getting along at home or school	1.38	1.33	-.5	.89	.86	.89
13. The Centre's programs address the needs of Indian people who wish to take a more active role in managing reserve affairs	1.0	1.33	0	.78	.57	.74

#### Design

In this section we examine the responses of the Ancillary Services groups to the design of the Centre's programs and services. The services provided by the Ancillary Services Personnel are examined. After determining whether these services are a response to problems which arise at the Centre or are common to any community, we examined the possibility of extending these services. If they can be extended, we look at reasons why they are not presently available.

Assessment of the Centre's Design. There is again considerable variation in responses of groups. The Municipal/Provincial/Federal Agencies were in disagreement with four of the nine statements. All groups agreed that Life Skills training should be a pre-

Table 4  
Ancillary Personnel Assessment of Statements Related  
to the Centre's Design and Operation

	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	Total Population
Statement	N=8	N=3	N=4	N=9	N=7	N=31
14. New programs should be added because the current programs do not address all of the trainees' needs	-.5	1.66	.25	.44	.43	.19
15. New programs need to be added because some of the Centre's current ones are not effective	.25	1.0	.25	-.11	.29	.23
16. The Centre should include programs that provide trainees with vocational/technical training	.38	2.0	1.0	.11	.71	.61
17. Some type of Life Skills training should be a pre-requisite for Continuing Education courses	.5	1.0	1.0	.88	1.14	.88
18. Many of the Centre's programs could be provided in other Manitoba locations without inconveniencing the trainees	-.25	.66	-.25	-.44	0	-.10
19. There is at least one other program in the Brandon area that addresses the types of needs on which the Centre is based	-.38	0	.25	.11	.14	0
20. The LifeSkills coaches identify trainee problems and respond to those problems	1.25	1.33	-.25	.66	.71	.71
21. The LifeSkills coach helps trainees identify and plan their future, post-Oo-Za-We-Kwun goals.	1.13	0	-.75	.77	.43	.52
22. The Centre staff assist trainees to relocate in a settlement of their choice	.75	-.33	-.75	.44	.71	.35



requisite for Continuing Education courses. This was the strongest consensus for all statements about the Centre's programs. Three of the five groups disagreed with the statement that many of the programs could be provided in other Manitoba locations without inconveniencing the trainees. The groups generally disagreed with this statement. There were considerable differences between groups about Life Skills coaches helping the trainees to identify and plan their future. The Municipal/Provincial/Federal Agencies respondents felt coaches did not do this. The Trainee Services were evenly split while the other groups agreed in varying degrees. The total of the groups felt the LifeSkills coaches did help. While the Centre Services respondents agreed changes were needed in programs, the Trainee Services respondents indicated very strong agreement about the need for changes in programs. This particularly applied to the statement that the Centre should include vocational/technical training. There was general support for such a change among all groups.

Observations. The organization, facilities and design of the programs at the Centre provide certain advantages to participating trainees. LifeSkills training should be a pre-requisite for participation in Continuing Education courses.

New programs should be added because the current ones do not meet all the trainee needs or they are ineffective. These two conclusions are strongly supported by Trainee Services respondents who were largely graduates from the Centre's programs. Programs at the Centre should provide vocational/technical training for trainees.

Services Provided by Ancillary Services Personnel Groups. All groups of the Ancillary Services Personnel served the vast majority of members of the Oo-Za-We-Kwun Centre. They served all the residents of the Centre. Only Continuing Education and Centre Site Services or Security Staff were slightly less than fully served by Ancillary Services. Responses are listed in Table 5.

The services are provided to Indian and non-Indian people at the Centre. A number of respondents pointed out that these services were not provided on behalf of the Centre, but rather to people at the Centre. The two respondents whose services were not available to non-Indian people were involved in the Metis and Indian Friendship Centre.

Observations. Services provided by Ancillary Services personnel are available to both Indian and non-Indian people from the Centre.

Response Origin of Service. Although the question asked respondents "Are these services a response to particular problems that develop at the Centre, or are they common problems in any community?", it was interpreted as meaning "were these services a response to common problems in any community." Eighty-seven point one per cent replied yes with a majority of all groups agreeing.

Table 5  
Members of Centre Served by Ancillary Services

	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Private Business Groups	Total	% of Total Possible Responses For Each of The Centre's Members
Life Skills	N = 8 8	N = 3 2	N = 4 4	N = 9 6	N = 7 6	26	83.8
Continuing Education	8	2	2	5	6	23	71.2
Program Staff	8	3	4	7	7	29	93.5
Admin. Staff	7	3	4	6	7	27	87.1
Services & Security	7	3	3	5	5	23	71.2
Industry Employees	8	3	4	6	7	28	90.3
Residents	8	3	4	9	7	31	100.0
Other	1	1	0	1	3	6	19.3

Two of the negative responses were concerned with the ice hockey facilities. The others felt their services related to the particular situation that the Indian people were faced with at the Centre; away from their reserve environment and with expectations of the program which were misunderstood.

A number of respondents added provisos to their response such as:

*"Except that there are more attendance problems with Indian trainee's children at the high school than others."*

*"You are more aware here because we have every age level at the Centre."*

Observations. The services provided by Ancillary Services personnel are very largely in response to problems common to any community. However, the negative responses and some of the provisos added to positive responses indicate some services respond to the peculiar, somewhat artificial nature of the Oo-Za-We-Kwun Centre.

Potential Additional Services. With the exception of the Private Business Group, the Ancillary Services groups were evenly divided about whether they could

Table 6  
Services Provided to Centre Residents

Centre Services		Trainee Services	Municipal/ Provincial/ Federal Agencies	Community Services	Private Business Group
Housing to Trainees - Industry - Corporation - Brandon Impact - PENT Students (10)	Resources available for help in area with alcoholism	Dances	Vocational counselling	Dental services	Banking
	Leisure recreation instruction	Winter carnival	Job placement	Medical services	Finance - loans, etc.
	Opportunities to participate in community development	Children's Christmas party	Manpower programs	Education to children and parents	Retail groceries, meat & vegetables
	Volleyball competition	Barbecues	Some liaison and social counselling re work	Secondary education	Corner store shopping
	Finance, facilities, equipment for groups	New Year's Eve Ball	Liaise with industry for training supervisors	Liaison between secondary school & parents with guidance and counselling	Hotel liquor
	Training courses in Continuing Education	Weiner roasts	Compensatory training on the job	Church services	Restaurant
	Fire protection	Thrift shop	Public Health Service	Weddings	Hotel/motel accommodation
	Police protection	Home visits to involve people in information	Child welfare	Bible study	Off-sale liquor
	Protection & safety	Tea party for newcomers	Law Enforcement	Transport	Manpower services
	Fire protection education in schools to Indian families	Bingo		"Pastoral" counselling	General information Friendship Centre
Alcohol information awareness, knowledge		Hockey and fast-ball		Employment of some Indian people	Referrals to Centre
					Co-operation with Alcoholics Anonymous

Table 7  
Additional Services Which Could Be Offered

Group	Additional Services
Centre Services	<ol style="list-style-type: none"> <li>1. Videotape on basic household instructions.</li> <li>2. Social programs could reinstitute instruction re: care of refrigerator, furnace, floors.</li> <li>3. Work closely with coaches to identify biggest problems.</li> <li>4. Alcohol workshop as on-going training program.</li> <li>5. Alcohol Education Officer training program for native people.</li> <li>6. Recreation leadership administration, budgeting, etc. for use on reservations.</li> </ol>
Trainee Services	<ol style="list-style-type: none"> <li>7. Exercise and games groups.</li> <li>8. Social Centre for activities, e.g. Dry Bar.</li> <li>9. Skating rink and supervision.</li> <li>10. Sports day during summer industrial holidays.</li> <li>11. Curling rink.</li> </ol>
Municipal/ Provincial/ Federal	<ol style="list-style-type: none"> <li>12. Role playing Centre for job interviews, etc. How to write a resume.</li> <li>13. Utilize manpower films.</li> </ol>
Community Services	<ol style="list-style-type: none"> <li>14. Nutritional Health.</li> <li>15. Personal Health.</li> <li>16. Input into Life Skills - responsibilities to school when student sick.</li> <li>17. Further education - typing, basic accounting, etc.</li> <li>18. Initial University courses.</li> <li>19. Church activities for adults and youth using facilities at Centre.</li> <li>20. Counselling for people in community.</li> <li>21. Friendship and brotherhood.</li> </ol>
Private Business Group	<ol style="list-style-type: none"> <li>22. Fresh meats and store needs.</li> </ol>

provide additional services. The Private Business groups (6) felt strongly they could not provide additional services. Forty-five point two per cent of all Ancillary Services personnel said they could offer additional services, while 54.8% said they could not offer additional services. The additional services which could be provided by these groups are listed in Table 7.

Observations. There are a few of these needs or services which require the involvement of various groups of Ancillary Services. Generally it appears, from the point of view of Ancillary Services personnel, the needs of many of the people in the community are being met by present services. Most additional services listed indicate a need for social programs and continuing education to modify or broaden their programs to incorporate the needs of people at the Centre. In this way they could, through changes meet most of the needs of those in their community.

Why Aren't These Services Presently Offered? The most frequent reason for services not being offered was the lack of time (eight responses). Three replied there was a lack of personnel to help and four a lack of resources and money. A typical response was:

*"Lack of time, staff and resources overall."*

Another reason given was the lack of facilities being made available at the Centre by the administration. This is either inability or unwillingness to respond by some sections of the program staff. Comments made were:

*"Not enough participation from the staff who didn't believe there was a need."*

*"Problem is with implementation, program designers won't respond. There should be an occupation exploration tract."*

*"Would help if Centre would allow it -- but to date they have refused to accept an offer."*

In other cases, the service group needs to reorganize:

*"Reorganization is necessary within our church structure, but we are getting organized."*

*"Presently haven't been here long enough -- getting started on basics."*

In the case of the demand for further education the lack of numbers for courses hinders availability.

Observations. Constraints of time, available personnel, money and resources are hindering the extension of some additional services. The unwillingness or inability of the Centre to respond, to make resources available, and to make programs and facilities meet the needs of people coming to the Centre limit the extension of services people desire.

#### Operation

Questions related to the operation of the program were limited to those programs which were considered most successful in meeting trainee needs.

Most Successful Programs. Eighty-one per cent of respondents agreed some programs were more successful than others, 6.5% disagreed and 12.9% didn't know.

There was some considerable difference between the Centre Services respondents and the other groups in their listing of most successful programs. The Centre Services ranked in order the Industrial Employment, Day Care Centre and Recreational Opportunities and Life Skills training as the most successful programs. All other groups listed Life Skills training and Continuing Education equally as either first or second in order of importance as most successful. Six respondents expressed the view that all programs were important. A typical statement was:

*"All have a part to play."*

*"All are necessary in any community."*

In the total ranking Life Skills training was clearly ranked as the most successful. Continuing Education was clearly ranked second followed by Industrial Employment and Recreation Opportunities, then Life Skills Coaches, Day Care Centre and Alcohol Education. Table 8 indicates the listed rankings by the respondents in the groups.

Table 8  
Listing of Rank Order Frequency by Ancillary Services Personnel

Program	Centre	Trainees	Municipal/ Provincial/ Federal	Community	Private Business	Totals Weighted
a. Life Skills Training	1,1,1	1,3,4	1,1,2	1,1	1,1,1,4	115
b. Continuing Education Courses	1,3	1,4	1,3	1,1,3,4	2,3	76
c. Life Skills Coaches	2,2,4	---	1,	1,2	5,	46
d. Day Care Services	3,3,1,2,5	---	3,	2,	---	44
e. Alcohol Education	2,2,3	2,	---	1,	1,	43
f. Home Skill Training	4,5	1,5	---	5,	2,	32
g. Recreation Opportunities	1,3,3,4	2,	2,	3,	2,	52
h. Industrial Employment	1,1,2,4,4	---	4,	2,	1,	53
i. All Important Total	2,	1,	---	3,	---	

N. B. Weighting Rank: 1 = 8, 2 = 7, 3 = 6, 4 = 5, 5 = 4.



Observations. The Life Skills training program is regarded as the most successful of the Centre's programs; the Continuing Education courses are also regarded as successful particularly by the Community Services. Industrial Employment and Recreation opportunities are ranked almost equally as third in importance, while the Day Care program is ranked as important mainly by the Centre Services respondents.

#### Impact

In this section we examine the responses of the Ancillary Services Personnel groups and the total of their response to statements focussed on the nature and extent of the impact of the Centre. The highlights of the responses will be examined. This will be followed by an examination of: examples of the impact of the program on trainees; specific skills improved by the program; problems people have living at the Centre; a comparison of the frequency of these problems with other people that services people can make; and critical incidents of observable behaviour of successful and unsuccessful participants in the program.

Assessment of the Impact of the Centre's Programs. There is again some considerable variation in responses to statements among the respondent groups. The Municipal/Provincial/Federal Agencies were more negative in their assessment of the impact the programs at the Centre than other groups. However, there was generally strong agreement that the Life Skills program helps trainees to meet some personal need, and their communication with others. The Trainee Services respondents strongly supported the statement that the Life Skills component encourages trainees to share their feelings and develop empathy with other people. The Municipal/Provincial/Federal Agency respondents disagreed strongly that Life Skills helped trainees to use their leisure time creatively. Generally, the Ancillary Services gave this aspect of the program their weakest support. There was considerable variation between groups about the Life Skills component enabling the trainee to handle money successfully. The Municipal/Provincial/Federal Agencies group and Community Services respondents disagreed that it did, while the Centre and Trainee Services groups gave the statement very strong support. There is a similar variation in support for the statement that work settings of industries at the Centre do not closely resemble the working conditions likely to be encountered when trainees leave. Centre Services and Business Groups disagreed with the statement while the other three groups agreed with the statement. With the exception of the Community Services, all groups agreed that the training provided by the industry experience does not meet the vocational skill needs of the trainees.

Observations. The Life Skills program does help trainees meet some personal needs. It also helps trainees in their communication with others and in their relationships with each other.

Table 9

Ancillary Personnel Assessment of Statements Related  
to the Centre's Impact

Statement	Centre Services N=8	Trainee Services N=3	Municipal/ Provincial/ Federal N=4	Community Services N=9	Business Groups N=7	TOTAL POPULATION N=31
23. Most of the Life Skills trainees hold a job with one of the industries at the Centre.	1.63	1.0	.75	.44	.86	.97
24. The training provided by the industry experience does not meet the vocational skill needs of the Life Skills trainees.	.38	.66	1.0	-.11	.86	.52
25. The work settings of the industries at the Centre do not closely resemble the working conditions that a trainee may encounter when he/she leaves the Centre.	-.5	.33	.75	.11	-.29	-.10
26. The training provided in the Life Skills component enables the trainee to handle money successfully.	1.38	1.33	-.25	-.11	.29	.48
27. The training provided in the Life Skills component assists trainees in finding and keeping a job.	1.38	1.0	-.75	.66	.71	.71
28. The training provided in the Life Skills component helps trainees to look after their physical health.	1.0	1.0	-.25	.66	.57	.65
29. The training provided in the Life Skills component helps trainee families in their relationships with each other.	1.38	1.33	.75	1.0	.29	.94
30. The training provided by the Life Skills component helps trainees to use their leisure time creatively.	.88	.66	-1.0	.66	0	.35
31. The training provided by the Life Skills component assists trainees in their communication with others.	1.5	1.33	0	1.22	.71	1.06
32. The training provided by the Life Skills component encourages trainees to share their feelings and develop empathy with other people.	.13	1.66	-.25	.88	.71	.87
33. Overall, the Life Skills program helps the trainees to meet some personal need.	1.38	1.33	.75	1.22	.86	1.13

Most of the trainees hold a job with one of the industries at the Centre. However, the industry experience does not meet the vocational skill needs of the LifeSkills trainees and there is considerable disagreement among respondents that the work settings of industries closely resemble working conditions trainees may experience elsewhere. The fact that the largest percentage of trainees return to the reserves may explain this action.

The design and implementation of the Life Skills program needs to be modified to more effectively teach money management and use of leisure time and how to find and keep a job in particular.

Examples of the Impact of the Program on Trainees. All groups except the business groups were able to provide examples of the impact of the Centre's programs on trainees.

The examples of the impact of services are confined to trainees and graduates of the program -- mainly those who remain on at the Centre. Examples cited by respondents generally were reflections on their own particular service. Because there is no particular trend evident in the groups the examples are from the Ancillary Services personnel as a total group. Some of the examples of impact are:

Table 10  
Examples of the Centre's Impact

Recipient of Service and The Impact of Service
<u>Trainees</u> <ol style="list-style-type: none"><li>1. At first they are shy and difficult to understand but in time they talk more confidently in the shop.</li><li>2. Biggest improvement seen is in the trainees buying more important staple foods instead of junk food.</li><li>3. General health standards improve after here awhile. Sores on children improve significantly after talked to about nutrition and cleanliness as well as the bad influence of alcohol and smoking.</li><li>4. Trainees and others have to give two to four weeks notice of vacating houses. Training experience effective as this is not as big a problem now.</li><li>5. As trainees move out of program into industry maintenance people have increased number of calls for work to be done in housing -- more responsive and demanding.</li><li>6. Need to be able to talk about problems: e.g. marital, family, babysitting, child raising, etc. Need for two way communication -- with someone who doesn't have authority who can understand them as people.</li><li>7. Had fewer legal problems over last three years compared with first few.</li></ol>

Table 10 (Continued)  
Examples of the Centre's Impact

Recipient of Service and The Impact of Service
<p><u>Graduates</u></p> <ol style="list-style-type: none"> <li>1. Two were found employment in Brandon and are still at work doing well and improving.</li> <li>2. The Oo-Za-We-Kwun experience is very helpful in providing support experience for Indians who have to make social, management and academic adjustments which help their academic success at University.</li> <li>3. Those from the Centre have less problems knowing what they are getting into than those off the streets. They fall well into programs, e.g. counselling, because they have confidence, adjustment, knowledge about work habits, involvement and the need for grades.</li> <li>4. Those met on reserves in courses have the "pat answers."</li> <li>5. Four students entered Assinaboine College, are still in programs -- one a trade, three in upgradings.</li> <li>6. His drinking problem was resolved, he became a good student and has half completed masters degree. He became President of Student Body and quite influential.</li> </ol>
<p><u>Children/Students</u></p> <ol style="list-style-type: none"> <li>1. After dental treatment they felt, looked and worked much better.</li> <li>2. Attitudes change to more participation, parents change approach to attendance after visits from liaison officer at high school.</li> </ol>
<p><u>Trainee Parents</u></p> <ol style="list-style-type: none"> <li>1. As we get to know them they talk more easily.</li> <li>2. Speak more confidently on telephone after at the Centre for some time.</li> <li>3. They learn and become more responsible for health care when they know how to make doctors appointments and are given informal classes re: pre-natal care, etc.</li> </ol>
<p><u>Wives</u></p> <ol style="list-style-type: none"> <li>1. Three involved in Crafts Namao Centre -- now get up early, get work done and organize to be at Centre by 1 p.m. Another able to pass on her bedmaking skills Lots of enthusiasm to make Thrift Shop part-help make Crafts self-sufficient.</li> <li>2. Coping much better after three older daughters with families moved out when found another place and offered support.</li> </ol>
<p><u>Churchgoer</u></p> <ol style="list-style-type: none"> <li>1. Turned to church for help in finding answers to native concerns -- once told minister she missed the church and fellowship from the church when she got back to Nelson Reserve.</li> </ol>
<p><u>All Indian Hockey Team</u></p> <ol style="list-style-type: none"> <li>1. Last year borrowed money. This year didn't because they are better organized.</li> </ol>
<p><u>Residents</u></p> <ol style="list-style-type: none"> <li>1. Generally will not do anything on their own, but there is more volunteering to help when work is begun, leading to more participation.</li> <li>2. Alcoholism has been identified as a problem and we have 10-12 people regularly attending A.A. meetings at the Centre.</li> <li>3. Industrial Employment Assistance Program has successfully confronted five people who have drinking and work problems which led to their making a commitment for treatment. As a result, we have one back on alcohol and four others coping and sober.</li> </ol>

Observations. From the above examples of impact on trainees from the Centre, it may be concluded that: The Centre's programs and Ancillary Services help the Indians to develop greater confidence in themselves; and they help the individual to cope with meeting and handling people by better communication, knowledge and understanding of such things as personal health, what is possible, the influence of alcohol, etc.

Specific Skills Trainees Improve Through Centre Programs. The vast majority of the respondents (90.3%) were able to list specific skills trainees improved through the Centre. These skills are listed following with frequency of response by the five Ancillary Services groups and totals for all the groups.

The Centre Services produced the largest list of skills improved. This is probably due to their closeness to the trainees in the programs.

Observations. All skills improved are personal skills which relate to the functioning of an individual in a society. The skills most frequently mentioned as being improved reflect the emphasis of the Centre's programs. While these skills may help people to live in an urban community, there is a noticeable dearth of any skills which would help the Indians improve their earning capacity.

Problems People Have Living At The Centre. The problems people have living at the Centre were quite numerous. They have been grouped under headings such as adjustment, understanding, transport, administration, prejudice, education, recreation, industry, babysitting, day care, housing, money, store, shopping and church. They will be examined in the order of frequency of mention.

1. Adjustment. Ten respondents noted the problems Indian people have being cut off from their extended family. This causes homesickness, loneliness, and isolation from friends and family in culturally different community environments. Some typical comments were:

*"Leaving family on the reserve - a break from their cultural extended family."*

*"Homesick, both men and women, for families."*

*"Isolation from close friends and family has been the reason for leaving."*

Other comments focussed on the problem of adjusting to a new and different environment.

*"Adjusting to a new way of life - living as a family."*

*"There is an initial period of confusion. People have to work and live in a different environment from what they know."*

*"Natives live here in an artificial environment with lots of facilities. Many return to reserves where there are few facilities."*



Table 11  
Specific Skills Trainees Improved

Skills	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
Communication	7	1	2	6	3	19
Budgeting	6	3	-	2	2	13
Reliability in Employment, punctuality, etc.	3	2	-	3	3	11
Personal Health, hygiene, nutrition	3	2	-	2	2	9
Self-Confidence	5	-	-	3	2	10
Basic Homemaking	2	-	1	1	-	4
Planning for Future	2	-	-	2	-	4
Responsibility	1	-	-	1	1	3
Identify and Deal With Problems	-	-	1	2	-	3
Importance of Education	1	-	-	1	-	2
Quit Drinking	-	1	-	-	1	2
Manipulation of People	-	-	1	1	-	2
Recreation	-	-	-	2	-	2
Learn to Cooperate, e.g. Babysitting, etc.	1	-	-	-	1	2
Awareness of Services Available	1	-	-	-	-	1
Vocational Skill in Industry	1	-	-	-	-	1
Live Alone as a Family	-	1	-	-	-	1
Make More and Better Friends	-	1	-	-	-	1
TOTAL	33	11	5	26	15	90



*"There is a cultural shock after the reserve -- a bigger house, running water, gas stove, furnace and different style of living."*

*"Can never really set down any roots. It's a transients centre. They don't own anything."*

Other comments on the limited stay of many trainees which is due to adjustment problems.

*"Only stay 3-4 weeks -- back on welfare and just as well off moving with seasons."*

*"Don't stay long enough to adapt to new way of life."*

*"Most people don't stay long enough at the Centre to benefit from the programs."*

*"There is a high suicide attempt rate because (1) the place is different from what used to and (2) loneliness. Many teenage girls didn't fit in, were not accepted. The attempt rate is lots higher than on many reserves in Manitoba over the several years of experience of the respondent."*

2. Understanding. There were a number of problems which referred to the reactions of Indians when they do not understand what people mean.

*"They fail in tasks about things they don't understand. They say yes or no to things they don't understand."*

*"They don't understand how to say no, even though it is not good for them to do what is being asked, e.g. family to descend on them; lend last \$5. To say no is against their culture."*

*"Principals of schools feel it is important to meet and communicate with new trainees, to be seen and recognized. Suggestions to the administration re this have been ignored."*

*"Many women are neglected and need a meeting place, especially with small children. Lack of understanding of their need."*

3. Transport. Eight respondents express concern about the difficulty caused by the lack of transportation to Rivers in particular. Some typical comments were:

*"Transport into town with only three taxis in Rivers."*

*"Transportation -- need a regular corporation service."*

*"Single parents have a problem without a car."*

4. Administration of the Centre. There were five respondents who believe there is a lack of communication with and by the Centre's administration.

*"It is like a company town and has no method to get through to the administration to cause action. People cannot get their beef out or any reaction. This is no "town" government."*

*"The operation goes on in spite of itself. The majority won't approach the administration. The difficulty is to prove anything so people only leave it go."*

*"There is a lack of communication of people with the administration. This results in a lack of explanation of opportunities available to the native people and also an explanation to the public of the objectives of the corporation."*

*"The Indians see themselves as being a group manipulated by government and see that as being outside their own control. Oo-Za-We-Kwon is an example of the government's guilt over past actions."*

5. Prejudice. Two respondents referred to prejudice Indian people experience with whites. Others referred to the antipathy among themselves as different nations.

*"The native people are discriminated against in Rivers and the Centre. e.g. (1) one storekeeper didn't take action when an Indian complained until a coach intervened. (2) Staff at the Centre - Mr. Price and administrators won't and don't meet or visit Indians and few of Life Skills coaches are prepared to live at the Centre. Indian people are turned off."*

*"Indian people seem to be prejudiced, they don't want to mix with the whites in the hotel."*

*"Antipathy between different nations - Cree, Sioux, etc. Won't go in same bus, etc."*

*"All from different reserves -- there is a tribal consciousness and they are racial."*

6. Education. A number of respondents expressed the view that the lack of educational opportunities was a problem to some.

*"Lack of education -- they want to upgrade their education. They don't care about industry. There are too few opportunities to upgrade for future opportunities so they give up and go home."*

*"An upgrading course for women is needed, but the men are threatened by this."*

*"Expectations are initially higher. After five weeks they feel they are going somewhere. After the five week period they go down particularly when coaches are not available after 4:30 p.m. to help with problems after work."*

7. Life Skills Coaches. There was some criticism of the availability of coaches and their training.

*"Counsellors are not accessible enough."*

*"The availability and consistency of coaches, to trainees after their five weeks training, when trainees are not working and need support is a problem."*

*"Coaches there need to have skill training for the job."*

*"Indians need unbiased person to talk with."*

8. Alcohol. Six respondents felt alcohol was a particular problem although not necessarily caused by being at the Centre.

*"Alcohol is a very big problem leading to break up of the family, less for food and over-indulgence."*

*"Alcohol abuse is a problem with both men and women."*

*"Alcohol seems to be inbred with Indians. Realize it is being worked upon. Only careful handling has meant only one lot of serious trouble in five years when playing with band at the Centre."*

9. Industry. There was some criticism of the industries attitude and handling of Indian people.

*"Industry does not provide incentive or motivation to work. No input into the job. Workers laid off without notice with parts shortage. No provision for injury to employees who are put off after a week's absence."*

*"Industries don't see Indians as people, just see them as a 'labour solution'."*

*"Industries don't give recognition to workers to encourage them not to miss work, e.g. bonus."*

*"Industries and the Centre are not working on upgrading men for work. The men are ready. Could provide a course in mechanics, etc."*

10. Day Care. The lack of strong leadership in the Day Care Centre is hindering it from giving young children a worthwhile experience.

*"Day Care Centre is very poorly run. No one cares. Poor or no equipment, things asked for but don't get. Staff are unreliable. The leader is too shy."*

*"Need for basic toys at the Day Care Centre."*

*"Child care generally, there is some physical neglect with some children not washed, sores, etc."*

11. Money. Six respondents felt the low wages and lack of money caused problems at the Centre.

*"Wages - why work for minimum wage compared with what they get up north, i.e. \$3.10 to \$4.50."*

*"Less money than welfare."*

*"Some getting wages and welfare. There is a strong feeling about this."*

12. Store. A number of people felt a store at the Centre would help overcome a problem as well as being a learning situation for wise shopping.

*"Don't have a local general store. A Co-op could employ women to learn skills of handling produce and shop wisely."*

*"Lack of a grocery store, how to bag, money management and better service."*

*"Need a decent store for grocery shopping."*

13. Shopping Habits. A number of problems listed concerned the lack of wise shopping and money management.

*"They haven't had sufficient advice on shopping to buy proper foods."*

*"Lack of training and understanding of proper banking facilities."*

14. Babysitting. Four respondents noted this problem particularly for the single parents.

*"Lack of good babysitting for single parent families."*

*"Where do they leave children when they go drinking. What happens to children?"*

15. Housing. There were a couple of problems about the housing which concerned the general atmosphere and unwillingness of many staff to live at the Centre.

*"It has an old military camp atmosphere -- cold and sterile."*

*"Staff won't live at the Centre."*

*"Why are they not renting out houses to raise revenue?"*

16. Church. A couple of respondents felt there could be a stronger Christian emphasis and at least an availability of facilities for Christian instruction.

*"Not enough Christian emphasis."*

*"There is a lack of religious facilities and opportunities available at the Centre."*

Observations. Problems concerning trainees included the following. The vast majority of Indians experience serious social problems adjusting to being cut off from their family and reserve culture. It is important that people at the Centre appreciate the very different social environment trainees experience when they come to the Centre from their reservation. The difficulty Indians have in adapting to the new environment is the cause of most trainees not staying long enough and the high suicide attempt rate at the Centre. There appears to be too many assumptions about how well Indian people understand what is being asked of them. Some limited evidence is available that prejudice against the Indian people is being experienced both at the Centre and in Rivers. Also there is antipathy between the Indian nations, e.g. Sioux, Cree, etc. exists but is diminishing as contact increases. The Centre should do more to satisfy the desire many men and women have to upgrade their education level. The Centre needs to investigate the provision of means to enable trainee graduates to further improve their education.

Some means, in addition to the Day Care unit, needs to be devised to provide secure child care arrangements to help support single parents in particular.

Problems related to Centre services included: the level of wages paid by industry is minimal and causes problems to many trainees. Industries should consider providing incentives to workers through the wages structure. Industries

appear to exploit Indian labour through their lay off and no provision for injury to employees policy.

The Day Care Centre is poorly run. It is only providing a babysitting service with little development of the children. The Day Care Centre needs stronger leadership and direction as well as more financial support for equipment.

Life Skills coaches need to have their working times reorganized so they can have time available to trainees after the five weeks training to provide support to the residents in their after-hours work. If Life Skills coaches are not available when residents have finished their work, the Centre needs to organize a counselling service to the Indian people in the evenings.

Alcohol appears to be one of the most serious problems of Indian people and hinders the success of many efforts by the Centre's programs. There is a serious need to recognize and support the alcohol education program.

There is a serious lack of communication of the administration with the people who live at the Centre. There is a serious lack of communication about the objectives of the Centre to the people in the area and Rivers in particular, by the administration. The Centre is seen by some Indian people as a manipulation of people by the government outside their control as an example of the government's guilt over past actions. The Centre administration could organize some structure to enable advisory input into the administration to reflect the interests of the residents.

Problems concerning the broader community include: there is an urgent need for the Centre to provide some transport service to Rivers for residents without a car. The opening of a general store, particularly for grocery shopping, at the Centre would help many residents. There is a need for a more concentrated effort on the education of trainees about wise shopping, food value, and money management.

Comparative Frequency Of These Problems with Indian Families and Others.

The respondents were quite divided as to whether these problems occurred more frequently with Indian families than others. Forty-eight point four per cent said the problems did not occur more frequently with Indian people and 38.7% said they did. Twelve point nine per cent felt they had no basis for an answer.

Only three of the 15 who responded "NO" made any comment. These were as follows:

*"The base is calmer now than when the airforce was here. It was really wild in those days."*

*"With attendance problems the need is to act gently. Trainees are more responsive than others. Whites remain a problem."*

*"Whites living around have some difficulties with transport, but use car pools."*

Those who felt the problems occurred more frequently with Indian families made



many comments in support of their views. Some of these were:

*"It is different -- it takes time and their stay is short-term."*

*"The white is used to the immediate family, and don't miss the extended family, they have better paying jobs are able to go more places and care for families."*

*"The turnover in housing is large and seasonal with the natives on the average particularly in spring."*

Observations. While a large number of problems are experienced by people living at the Centre, 48.4% felt they did not occur more frequently with Indian families than others. The other respondents were less strongly of the opinion these problems did occur more frequently with the Indian families.

Critical Incidents of Successful Trainees. When respondents were asked to indicate examples of trainees who had been successful, 24 respondents named two examples, five named one and two did not name any. A number of respondents were in a position to be able to quote additional examples. In Table 12 are listed the reasons given for judging the trainees as successful, and the frequency of times mentioned by the five Ancillary Services groups.

The Centre Services personnel provided the greatest number of reasons for success of trainees, followed by Community Services and Municipal/Provincial/Federal Agencies. Surprisingly, the Trainee Services provided few examples. The reasons given have been grouped under the headings: Personal Improvements, Work Attitude, Involvement, Coping with Problems and Persistence.

The most frequently mentioned reasons for success was the ability to express themselves well, talk and visit mentioned seven times, followed by the making of a decision to be successful, six times, money management, homemaking skills improved, personal responsibility, holding responsible position and improved achievement in education were all mentioned five times by respondents. Personal improvements in trainees were mentioned 42 times by the five respondent groups.

Wanting and holding a steady job was mentioned 12 times and being improved by job now seeking more education was mentioned seven times. The respondents mentioned 29 instances of work-related reasons for success of trainees.

The involvement of trainees in activities which contributed to life at the Centre was mentioned eight times and willing to help and do things was mentioned five times as reasons for success of the trainees.

The most frequently mentioned reason for success was overcoming alcohol problems to improve the person's self-image mentioned 14 times. Overcoming problems was mentioned six times as a reason for success.

The persistence of trainees in staying at the Centre and making a new life and completing the training program were mentioned ten times as reasons for success.



Table 12  
Frequency of Incidents of Successful Trainees

Evidence of Success	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
<u>A. Personal Improvements</u>						
Expresses self well, talks, visits and laughs	3	-	1	3	-	7
Budgets wisely, knows how to bank	3	-	-	2	-	5
Successful homemaker, clean house, happy family man	3	-	-	2	-	5
Responsible, life style better, settled to one man, good attitude	3	-	2	-	-	5
Made decision to be successful	3	-	-	2	1	6
Holds responsible posi- tion, reliable, trust- worthy	3	-	-	1	1	5
Confidence gained in leadership	-	-	-	1	-	1
Improved skills to become secretary, upgraded to Grade 12, good student	1	-	-	1	1	3
Improved education to become teachers and coach to university	2	-	-	1	2	5
TOTAL	21	-	3	13	5	42
<u>B. Work Attitudes</u>						
Wanted and holds steady job	7	1	2	1	1	12
Improved by job -- now seeking more education	4	-	1	-	2	7
Never late for work	2	1	1	-	-	4
Left to take better job and wages	3	-	-	-	-	3
Employed by the Centre	1	-	-	-	1	2
Like work	-	-	-	-	1	1
TOTAL	17	2	4	1	5	29

Table 12 Continued  
Frequency of Incidents of Successful Trainees

Evidence of Success	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
<u>C. Involvement</u>						
Willing to help and do things	1	-	-	3	1	5
Contributed to Centre, held leadership positions	5	-	3	-	-	8
Involved in hockey and fastball	1	-	-	-	-	1
TOTAL	7	-	3	3	1	14
<u>D. Coping With Problems</u>						
Overcame alcohol, helped self-image	5	1	4	2	2	14
Overcame problems	2	-	1	3	-	6
TOTAL	7	1	5	5	2	20
<u>E. Persistence</u>						
Stayed and made new life	3	-	3	-	-	6
Completed training program	2	-	2	-	-	4
TOTAL	5	-	5	-	-	10
TOTAL A+B+C+D+E	57	3	20	22	13	115

Table 13  
Frequency of Activities of Centre Contributing to Success

Activities of Centre	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
<u>1. Life Skills Training</u>	7	2	3	1	3	16
<u>2. Life Skills Coaches</u>						
- someone to believe in you, family and letting know	6	2	2	2	1	13
- group visiting once a month	1	-	-	-	-	1
<u>3. Activities Available At Centre</u>						
- community involvement, recreation, etc.	2	-	-	-	1	3
- involvement in activities	5	1	-	-	-	6
- Winter Carnival	1	-	-	-	-	1
<u>4. Industry</u>						
- opportunities to succeed in industries	3	2	2	-	-	7
- employment	1	-	-	-	-	1
<u>5. Alcohol Education</u>						
- alcohol counselling	2	-	-	-	-	2
- Alcoholics Anonymous	1	-	2	-	1	4
<u>6. The Centre</u>						
- Centre being there	-	-	-	1	1	2
- secure	-	-	-	1	-	1
- atmosphere was supportive	-	-	2	2	1	5
- housing available	1	-	-	-	-	1
- opportunity to "do own thing"	2	-	-	-	-	2
- met people at the Centre	1	-	-	-	-	1
<u>7. Continuing Education</u>	-	-	-	-	2	2
<u>8. Support Services Resources</u>						
- Children's Aid	-	-	1	-	-	1
- good school	-	-	-	-	1	1
<u>9. Other</u>						
- overall understanding & common sense	-	-	-	1	-	1
- involvement with religious groups in Centre	1	-	-	-	-	1
TOTAL	34	7	12	8	11	72

Activities at the Centre contributing to success are grouped under the headings of Life Skills training, Life Skills coaches, activities at the Centre, Industry, Alcohol Education, Continuing Education, Support Resources and the Centre.

Life Skills training is the most frequently mentioned activity at the Centre contributing to trainee success. The Life Skills coaches demonstrate their confidence in trainees which contributes to trainees success. Industry contributes by providing opportunities to succeed and the activities available at the Centre, enable people to become involved, while the Centre just being there provides a secure, supportive atmosphere to help people succeed. Alcohol education opportunities also contribute to people's success.

Observations. Overcoming alcohol problems, holding a steady job and utilizing work opportunities are important reasons for success. An involvement in activities contributing to the life at the Centre is often regarded as an important reason for success.

Personal improvements are most frequently quoted as criteria for success by most groups. These personal improvements focus on increasing trainees' sense of responsibility, trust, successful homemaking, money management and use of education to improve opportunities. Personal improvement reflect a growth of confidence and the ability to cope with living in society by trainees.

Life Skills training and Life Skills coaches activities make by far the largest contribution to the success of the trainees. Opportunities for employment in industry is a very important part of the Centre in helping people to success. The Centre itself by its existence, its supportive atmosphere and the opportunities it provides for involvement in various activities contributes to the success of trainees.

It should be noted almost 50% of the responses of the contributing activities were made by Centre Services and this could be a slightly biased view.

Critical Incidents of Unsuccessful Trainees. Nineteen respondents provided two examples of unsuccessful trainees, five provided one and seven felt they were not in a position to name any. The Table 14 following lists the reasons given for trainees being unsuccessful and the frequency of times mentioned by the various Ancillary Services groups. The reasons are grouped under the headings Personal, Program, Work, Alcohol, Expectations, Length of Stay and Other.

There is a more even distribution in frequency of mentions among the different Ancillary Services groups with Trainee Services provided a far greater response than they did when discussing the successful trainees.

The largest number of reasons for being unsuccessful were for personal reasons. The inability of trainees to see why they should change (10 times) and the ability

Table 14

Frequency of Incidents of Unsuccessful Trainees

Evidence of Lack of Success	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
<u>A. Personal</u>						
Learned to "con" system early	3	1	1	1	1	7
Couldn't see why should change, blamed others	3	1	2	3	1	10
Couldn't get along with group, job, community	1	-	-	2	-	3
Poor homemaking skills	2	-	2	-	-	4
Couldn't overcome personal problems	2	1	-	2	1	6
Extra-marital relationships	-	-	-	2	-	2
Couldn't learn to be responsible, rarely paid rent poor money management	2	1	-	-	-	3
Health problems, babysitting problems	1	-	1	-	-	2
Came twice	1	-	-	-	-	1
Wife left him, lonely	-	1	1	-	-	2
TOTAL	15	5	7	10	3	40
<u>B. Program</u>						
Couldn't learn life skills	-	-	-	2	3	5
Didn't take Centre's philosophy seriously	1	-	-	1	-	2
Lots of help given without result	-	-	1	-	-	1
Couldn't see coach often enough	-	1	-	-	-	1
TOTAL	1	1	1	3	3	9



Table 14 Continued  
Frequency of Incidents of Unsuccessful Trainees

Evidence of Lack of Success	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
<u>C. Work</u>						
Poor work attendance	2	3	-	-	-	5
Sacked	1	2	-	-	-	3
Poor references from other industries	1	-	-	-	-	1
Unreliable in industries	1	1	-	-	-	2
Switched jobs continuously	1	-	-	-	-	1
Forged notes re work	-	1	-	-	-	1
TOTAL	6	7	-	-	-	13
<u>D. Alcohol</u>	6	2	3	8	-	19
<u>E. Expectations</u>						
Expectations different from what offered	1	-	-	1	1	3
Didn't like it at Centre	-	1	-	-	-	1
TOTAL	1	1	-	1	1	4
<u>F. Length of Stay</u>						
Didn't stay long enough	1	2	-	2	3	8
<u>G. Other</u>						
Used to living on welfare	-	2	-	-	-	2
Transportation problem, did not have a car	1	1	-	-	-	2
Parties disrupted neighbours	-	1	-	-	-	1
TOTAL	1	4	-	-	-	5
TOTAL A+B+C+D+E+F+G	31	22	11	24	10	98



to "con" the system (seven times) along with the inability to overcome personal problems (six times) were the most frequent reasons given for the lack of success. Alcohol problems was the most frequently mentioned (19) reason for the failure of trainees to succeed. Poor work attendance and the inability to hold a job were often mentioned (10 times) as reasons for the lack of success. The fact that unsuccessful trainees could not learn their life skills was mentioned five times as a reason. Eight respondents felt that unsuccessful trainees did not stay long enough to benefit from the experience at the Centre.

The activities that contributed to this lack of success have been grouped under the headings of None, Personal, Program, Selection and Other. The Table 15 following lists the activities and frequency of mention under the various Ancillary Services groups.

As with the successful trainees, the Centre Services again provide the largest number of responses -- some 40%. Private business groups being more removed from contact with trainees provided the least response. No activities of the Centre were considered as contributing to the lack of success of the trainees by nine of the 24 respondents. Activities related to the program were mentioned 22 times as contributing to the lack of success. The largest number of these (16) were related to the functions of Life Skills coaches. Eleven responses related to personal factors about the individual. Most of these are beyond the control of the program or activities of the Centre. Two, such as reading and writing problems and given two chances, are somewhat related to the selection process by interviewers. Four respondents felt the interviewers did not accurately convey the program of the Centre to the prospective trainees.

Observations. The inability of trainees to overcome their alcohol problem is the most common reason for the lack of success. Personal factors affects their learning of life skills and their work habits. The failure of trainees to stay long enough in the program was another reason for their being unsuccessful.

It was felt that the interviewers who interview prospective trainees are not correctly clarifying what trainees may expect from the program. There are too many instances of people having unrealistic expectations. Finally, it was felt that greater attention needs to be concentrated on developing means whereby people (trainees) can be supported and assisted in overcoming their personal problems.

#### Ancillary Personnel General Comments

There were many general comments about the Centre and its services. They have been arranged in order of the number of comments made in particular areas. These are: support for the Centre; programs; administration; housing; screening procedure; money management; schooling; church services; behaviour; alcohol education; and non-treaty Indians. The details of each of these follow.

Table 15

Frequency of Activities of Centre Contributing to Lack of Success

Activities of Centre	Centre Services	Trainee Services	Municipal/ Provincial/ Federal	Community Services	Business Groups	TOTAL
(a) <u>None</u>	3	-	2	2	2	9 9
(b) <u>Personal</u>						
Within himself	4	-	-	-	-	4
Opportunities not utilized	2	-	-	-	-	2
A therapy situation	-	-	1	-	-	1
Could not take orders from anyone	-	1	-	-	-	1
Reading and writing problem	1	-	-	-	-	1
Carry over from reserve - third party problem	-	-	-	-	1	1
Given two chances	-	1	-	-	-	1
TOTAL	7	2	1	-	1	11
(b) <u>Program</u>						
Coach was not a good influence	1	1	3	-	-	5
Could not get along with coach	1	1	-	1	-	3
Feeling of insecurity of coach	1	-	-	-	-	1
Should have been supported more	-	3	1	-	-	4
Needed more pressure perhaps	1	1	-	-	-	2
Lack of contact	-	1	-	-	-	1
Could not communicate	1	-	-	-	-	1
Did not learn life skills	1	1	1	1	-	4
Lack of alcohol training	-	-	-	1	-	1
TOTAL	6	8	5	3	-	22
(c) <u>Selection</u>						
Interviewers did not accurately convey Centre Program	1	-	-	1	1	3
Centre too overwhelming - withdrew	1	-	-	-	-	1
TOTAL	2	-	-	1	1	4
(d) <u>Other</u>						
Day care too far away	1	-	-	-	-	1 1
TOTAL	19	10	8	6	4	47

Support for the Centre. Considerable support for the Centre was expressed by 12 of the 31 respondents, particularly those from the Community Services. Some noted changes in families, some find there is more to do than on reserves, others saw the Centre as a valuable stepping stone for the development of Indian people.

*"I like what is happening. I can see changes in families."*

*"Place is good for kids, if they can grasp opportunities in the future. We can't do it in one generation."*

*"It's a good place to live. We can do lots more than on the reserve."*

*"A good place -- most of what we need is here. Opportunity to do things and advance one's self."*

*"The inception of the Centre is a plus -- a place for people to go and a good thing to have such a place."*

*"The Oo-Za-We-Kwun experience is very helpful in developing these adjustments. Students from there have fewer problems knowing what they are getting into than others off the street."*

*"Excellent facility as a stepping stone, well-sustained in the area, ideal for the native."*

*"In general a successful operation here and of value to natives."*

*"Indians are attracted to the Centre because it is not too structured. Therefore the atmosphere is right."*

*"Centre is a good idea and is needed -- but if going to do a job should do it properly."*

*"Centre is a good thing even if it must function on a trial and error basis."*

Programs. There appeared to be some variation in the general comments about the programs.

(a) Generally the supportive comments were:

*"Programs must be good and successful from what I have seen around here."*

*"Program is a good one. Indian people are fortunate in learning life skills."*

*"People come to clarify what they need."*

*"I like the conditions under which they are trained at the Centre."*

*"Being aware of the possibilities is a very real problem for the Indian people."*

(b) Others questions the effectiveness and relevance of programs for the Indians:

*"Their program is as good as the coaches."*

*"I wonder about the effectiveness of the social program. Is it improving or not."*

*"Where do the native people go from here? What do they get from the programs? Many go back to the reserves and may function better there. However, the job skills are really not transferable. They may have sufficient skills to support a family with cheap housing. Perhaps it is a transition to reality."*

*"Trainees should have more say into the input, into the Life Skills program. They should be homogeneously rather than randomly grouped. With careful guidance they should discover their needs -- but be handled in non-threatening situations to see they share common problems."*

*"Trainees have to learn they have to do it themselves and they can't opt out."*

*"The Conference Centre was redecorated to make money but little has been spent on the mechanics of what is happening in the Life Skills Program."*

The Administration. The administration of the Centre came under some criticism -- particularly

(a) Lack of Indian participation:

*"The corporation was formed for native people. It has possibly lost sight of this fact and is now concentrating on actions to assure the Centre survives."*

*"Higher administration does not have kinship to the native."*

*"Indian people should have more say in what is happening at the Centre. They should hold key positions at the Centre."*

*"The big argument is about the running of the Centre. The Centre is for native people. They should be trained persons involved in the funding and decision-making at the Centre."*

(b) Other criticism of the administration was levelled at the decision-making process at the Centre. Some comments were:

*"The decision-making process needs to be more democratic. Opinions of what decision should be made at the Centre are given, but nothing happens. It is very autocratic. If the goal is to try and involve native people and staff it does not happen. There is no involvement of the training people at the Board level. The Director manipulates the Board."*

*"It should not be so bureaucratic."*

*"Need for more freedom for section heads in the operation of the Centre. Control is extremely tight. All decisions are made via the General Manager. Need for more freedom."*

*"All expenditure of funds must be signed three times."*

Housing. There is some segregation in the distribution of houses. This is mainly due to the location of various sizes of houses, as well as those requested by trainee families. Comments indicate this isn't necessarily a problem. The turnover in housing is greater with Indians than other people and tends to be seasonal. Some of those involved in Building Maintenance are Indian people.

*"Mostly the Indians are on one end of housing. The separation is possibly supportive."*

*The big demand is for two bedroom houses among the Indian people."*

*"The turnover is larger with the natives on the average. It tends to be seasonal with many moving out in spring for hunting and fishing with more moving in during fall."*

*"Of the 51 staff on building maintenance, etc. eight are Indians all in different sections."*

Screening of Trainees. A number of respondents raised questions on the screening of trainees. These included questions about criteria for selection.

*"The screening process is important."*

*"Do we have a successful screening for the program? What is the criteria for selecting trainees?"*

*"We must continue to improve the screening."*

Money Management. Money management is said to have improved according to responses in other sections but different responses here raise questions as to how successful the training has been. In one case one respondent reported over a four year period *"Seventy-eight per cent of loans to people from the Centre are written off, compared with one per cent in the case of other customers."* Another reported *"Money management must be good -- it is no problem here like in some other areas near reserves."*

Schooling. Some appreciation of the schooling available at the Centre and the relationship between students' success and their parents' success.

*"School is in walking distance for children. Parents can meet the teachers. It's better than buses on the reserves."*

*"In one year 1974-75, the turnover of students was 264 students in a school population of 192. A recent test indicated a 1.2 grade improvement in reading over the year."*

*"It seems children do well at school if parents succeed in the Centre's programs."*

Churches. There appears to be some increasing participation in Christian services and study as reported by respondents.

*"There is slowly increasing attendance at church and variable attendance at Bible study. This is possibly due to increasing contact with residents."*



*"Seven to fifteen attend Bible study at the Centre and we bring two cars full into church on Sundays."*

Behaviour. Those who commented expressed support for the residents of the Centre.

*"Any problems we have with people from the Centre tends to be with visitors to the families who come for one or two weeks."*

*"These people are more pleasant than those who were here before the Centre opened."*

Alcohol Education. While this appears to have been a recent innovation, one respondent commented on the results of knowledge about alcohol:

*"Things are happening in families as a result of knowledge of alcohol. Life styles are changing with other interests besides the pub."*

Non-Treaty Indians. The Centre programs are open only to treaty Indians and one respondent expressed concern that non-treaty Indians should also be eligible for admission.

*"A lot of non-treaty Indians could benefit from the Centre's set up."*

Observations. There was considerable support for the Centre as it influences families and their opportunities to develop personally and adjust to a change in environment. Comments related to programs varied from supportive to a questioning of the effectiveness and relevance of programs. The administration of the Centre was criticized for the lack of Indian and staff participation in decision-making and the decision-making process in operation at the Centre. Housing comments indicated there was some segregation due mainly to the demand and distribution of houses by size. There is also a higher turnover of Indian tenants. Some former trainee Indians are involved in the maintenance operation. The screening criteria for selection of trainees was questioned as was the success of money management instruction. General satisfaction with schooling was expressed. Church services and Christian study appears to be increasing. Behaviour problems appear to be mainly confined to visitors with the residents and alcohol education indicates some effective improvement in families. Non-treaty Indians could also benefit from the program available to the Centre.

#### Ancillary Personnel Recommendations

Recommendations or suggestions for the improvement of the Centre and its services were quite numerous and included almost all aspects of the functioning of the Centre. These have been arranged under headings in the order of the number of suggestions. These areas are: community facilities and activities; program; responsiveness of programs; life skills coaches training; administration; industry; women; public relations; transportation; housing; evaluation; post-Centre assistance; compulsory period of residence; starting-up grant; security; day care; shopping; and



Christianity. The details of each recommendation follow.

Community Facilities and Activities. Recommendations were concentrated on the need for a focal point for the Centre community, the availability of facilities to people and the need for additional facilities and services for the people at the Centre.

*"A community core or focal point is needed."*

*"There is a need for a place where people can gather to socialize such as the Lodge -- or need for a social centre. It seems to be out of bounds for natives, yet it has a fireplace, lounge sitting, games, cards, records, or dance place and non-alcoholic drinks. Need for a place similar to Brandon's 'Silly Sal's Disco'."*

*The Lodge lounge should be opened to the public as a social centre -- not a convention centre. The use of the Centre is becoming a closed shop leading to suspicions. The dance hall is the best around and a place where a real interaction of Rivers and the Centre could occur. Its use has been summarily stopped by the Managing Director."*

*"Would like to see more facilities available to people for entertainment, e.g. the theatre on the Centre is not used by either the trainees or non-trainees."*

*"The community club needs its own building and be in charge of it."*

*"Recreation needs to be more organized and open at night. It should be related to what people want. An assistant is needed."*

*"A show hall (theatre) with money to start people off for films, video tape screenings is needed."*

*"The skating rink needs to be repaired."*

*"Recreation facilities need to be activated and improved particularly skating and curling."*

*"A bigger operating skating rink is needed -- we have enough good hockey players for three or four teams."*

*"Need for more involvement in activities of the community."*

*"Need for more integration with surrounding community."*

*"Recreation facilities are fairly good, but are a bit male-oriented."*

*"A store and a laundromat are needed."*

*"A grocery store and confectionary shop is needed, but should be an opportunity offered to our own people."*

*"The health nurse needs to be permanent and to do home visits."*

*"There is a need for the Doctor's surgery opened once a week at the Centre."*

*"There is a need for the Dentist's surgery to be opened once a week at the Centre."*

*"Is a need for a central information office where people can telephone for information about whether people live at the Centre, do they have a telephone, do they have a job, etc. This is necessary because it is very difficult to get into contact with people."*

*"Alcoholism is a main problem. Just about all families have a drinking problem. A home visiting worker at the Centre is badly needed."*

*"There is a need to try and improve attitudes to nutrition with particular attention to cooking and preparation of food. This has an influence on absenteeism in factories. We need a dietician."*

**Program.** A number of recommendations were made by respondents for different aspects of the program at the Centre.

**(a) Eight respondents suggested Vocational Training.**

*"Need for something where people would learn vocations or trades at the Centre - e.g. welder, mechanic, etc."*

*"Need to offer some skill development, e.g. carpentry, as many go back to the reserves. Even getting a driving licence could help trainees."*

*"Need to learn a trade, or marketable skill. It's too open-ended."*

*"It should be more a vocational centre."*

*"Industries should be changed to help provide course training -- typing, accounting, cook, homemaker, Life Skills coaches."*

*"Men 30 to 40 should be trained in skills (trade) upgrading, or college. Skills should be those they can use when they go back to reserves where life is developing, e.g. welders, cat drivers, snow equipment, etc."*

*"Many trainees seek a certificate. Many thought the Centre would provide on-the-job training in carpentry, plumbing, electrical, mechanics, etc. Facilities are here. Funding could get instruction. Many of these people are too afraid to go to a city, it is easier to do it at the Centre for these types."*

*"These days people need to have qualifications for a job, and the Centre could help them to get this."*

*"No way out, it is a dead end. If people want more skills, they have to leave the Centre to get them. There is a learning component in life skills which is related to having to work in industry to earn money only."*

**(b) Others advocated educational upgrading.**

*"Should be general education upgrading up to Grade 12, particularly for the women. There are no instruction classes here now."*

*"Upgrading the educational level for occupational achievement is needed, e.g. Grade 8 to 12."*

*"Education upgrading school for adults is needed, up to Grade 12, so people can be accepted for College. You also need a sponsor if you are to go to Brandon. Long-term residents at the Centre can't get this."*

*"Need to develop a closer relationship between the Centre and Assiniboine College and Brandon University for continued development of education and skills which meet the needs of people."*

(c) One respondent suggested this may be done through Continuing Education.

*"Continuing education should be expanded beyond academic management skills to include vocational training in skills, e.g. welders, carpenters, etc."*

(d) Others suggested changes in organization of programs.

*"There should be two levels of life skills training, one for beginners and a second at a higher level."*

*"Continue improving programs, work to improve the coaches so they take a bigger interest on visits, e.g. uncleanness."*

*"The two year program needs the availability of counselling to help post-trainees to find answers to problems."*

*"It's a typical government program with a minimal percentage of money going to the people. It's horribly expensive for what is being accomplished."*

Responsiveness of Program. A number (5) of respondents suggested improvements in the responsiveness of programs to needs of people.

*"It seems to a large degree, natives are not well informed as they could be about what they are coming down for. Some believe they will learn to be a better carpenter or mechanic, etc. This leads to frustration and a feeling of exploitation."*

*"Need to adapt the program, in a supportive way, to the problems on the job."*

*"The program should respond to new needs, recognizing the need to change and changing too."*

*"Should survey the people before they come down to discover what training they would like to have, e.g. roadbuilding, mechanic, etc. The emphasis should be on promoting the fact they can do it rather than making them fit into the program you have designed. Need to promote their faith and courage to press on and not stop at the first difficulty they encounter such as prejudice."*

*"Need to have clearly defined career paths laid out for trainees with regard to where they want to live in the future. What are the options?"*

*"There is a F.R.E.D. Program -- a workshop and personnel work in skills. If trainees need to be upgraded they are sent from the shop to the classroom. This Centre's programs operate in the opposite way. They go from the classroom to the workshop industry. It is a dead end."*

Life Skills Coaches Training. Six respondents expressed concern about the training of Life Skills coaches who need full training, experience, and qualifications.

*"Coaches must be committed, trained and experienced people; not on the job trained."*

*"Basically a good idea but for progress there is a need for better staff with knowledge and skill."*

*"Retain counsellors -- there must be qualified people. Training must not take place at the Centre so people are not unduly influenced by leaders at the Centre."*

*"Personnel need to be better prepared to do their job. There is a need for a core of real professionals with a background in the native and academic systems, so they can make it more effective and do a better job. There is a lack of experience and knowledge."*

*"There is a need for better staff training -- the background of coaches is poor, particularly in the counselling function."*

*"Replace people with competent people -- trained, with attitudes and philosophy, etc. They should be able to handle their own personal life too."*

*"Life Skill coaches need to be better trained so they can cope with universal problems such as alcohol. Then need to expand the scope of their knowledge. Some are interested, others not."*

*"Life skill coaches are untrained. They don't seem to have skills in their own life for counselling. What qualifications do they have? They have heavy loads, but they don't, or are incapable, of utilizing other resource people available to the Centre."*

*"There is a need for properly qualified life skills coaches even if they have to raise salaries to get them."*

*"Life skill coaches wages are minimal."*

*"Coaches must be available after the five week period, when trainees are not at work, to have regular contact with trainees."*

*"Upgrading and on-going development of coaches should be organized -- i.e. staff development."*

Administration. Recommendations concerning the administration of the Centre focussed on the :

(a) Structure which it is suggested needs to be adapted to the functioning of the Centre:

*"The Administration should be structured in two parts (a) to attract and maintain industries and (b) to administer the people involved in the program -- perhaps as a committee. The board as currently constituted is not broad enough because they are dealing with people from all different occupations who are the prime concern and valuable."*

*"Get rid of the administration structure in social programs or change it."*

(b) Others felt the Indian people should be more involved in the administration:

*"Indians look for the staff to be manned by Indian people."*

*"In governance, Indians would like more to say in decision-making at the Centre. Perhaps it should be advisory at first. This could also serve as a relief valve, too."*

*"Change to include native people in decision-making. Younger "qualified" natives must become involved as part of the Board of Directors. The*

older ones are too old and are there because they need a job. Younger persons would not be manipulated."

"We need more Indians working in and running programs but it requires a background understanding of the idea of what I can do."

(c) Other people felt the administration should be more responsive to people:

"The General Manager should be around more to be seen and to be in contact with people."

"Replace the Manager, the administration should demonstrate responsiveness to the needs of people. The Manager needs to be more available and responsive to staff, e.g. Two new staff had been at the Centre eight months before they met the General Manager. There is a big gap in communications."

"The Manager talks but never implements anything. There is a need to utilize all the resource people available. There is a need for resource people, coaches and interviewers to discuss problems. There should be a monthly meeting with all resource people at the Centre so they have some say in administration or at least be able to discuss suggestions."

"Would recommend the General Manager must be less autocratic and more democratic in the functioning of his role."

Industry. There were four suggestions for improving the liaison between industries and the training program as well as the part industry should play in the total concept of the Centre.

"Need for industrial liaison between people of the Centre (workers), industry and the coaches."

"More liaison and understanding is needed between industries and the training program. The emphasis is on industry and training is a result of their needs. This cuts across political tie-ups."

"Industries need to change their attitude to workers with regard to sick leave, incentives, motivation and lay offs. They should not make a convenience of the natives. They should be made aware of what they are doing to these people. They should restructure wages to provide incentives."

"The Centre is too vague. There should be a higher usage of natives in industry and changing of people around in jobs to stimulate workers."

"Wage levels for the workers should be raised. Certainly rent is higher in the city even though wages are low."

Women. Several respondents noted the apparent lack of opportunities for women after the five week training session.

"More consideration and action is needed to help womenfolk who are not working."

"There is a need for something for women to do after they have finished the life skills laboratory session."



*"More industries are needed especially to provide work for women."*

*"More skill training and assistance is needed for women, e.g. hair-dressing, dental mechanic, etc."*

*"Homemaker visits are still needed all the time because some ladies need information passed on from teachers and need to talk about their problems."*

*"The Centre supports the old stereotype. What do women do? Many women are single parents and can contribute to society."*

Public Relations. The need for Public Relations to publicize and inform the general public and those involved in industry at the Centre about the aims and activities of the program at the Centre.

*"The corporation needs a planned Public Relations program to emphasize the positive things done by the program."*

*"I would like to see good publicity about the Centre which could say good things."*

*"An information program for supervisors in industry is needed to ensure they are aware of what is done in the training programs because lots of whites do not live at the Centre."*

*"All the people at the Centre (including industry) and all ages should have a common orientation experience like the Life Skills program so all understand and appreciate what the Centre is about. It would broaden horizons."*

A number of business and community service people in Rivers mentioned they had not been invited to the Centre to be shown what the Centre was attempting to do. A typical comment was:

*"I have only been invited to the Centre once -- by John Frisken."  
(Business management course.)*

Transportation. The main concern about transport was concentrated on the need for transport to Rivers for shopping purposes. This was mentioned by five respondents, e.g.:

*"A simplified regular bus system would save families a lot of money. It would provide a regular outing system."*

*"People are exploited by the need for transport to the Centre. Many have to pay for taxis."*

*"Transportation is needed, e.g. bus to Brandon for supplies."*

*"A subsidized bus service is needed."*

*"Transportation is needed - a regular bus to Rivers."*

Housing. Responses referring to housing express concern for the appearance and maintenance of housing and the vacancy of houses at the Centre.



*"Psychologically the site is depressing. Buildings need a facelift. They are structurally sound, but have a deteriorated look."*

*"There is a need for a painting facelift to brighten up the place."*

*"Houses need window weather stripping on windows, improved insulation. It would cost \$150,000 to insulate 250 homes."*

*"If houses are vacant, why not rent some to people in Rivers."*

Evaluation. There was some suggestion that systematic evaluation of the program at the Centre is needed and a need for some commitment by the government to ensure a future for the Centre.

*"There is a need to have evaluation of the effectiveness of the Life Skills program and the work of coaches at regular stages such as at the end of the program, and six months later. This possibly could be done according to a structure by the chief coach, etc."*

*"There should be more consistent evaluation with outsiders coming in to evaluate and providing results to those in charge of programs."*

*"There is a need for a commitment for a number of years by the government to ensure money will be provided. Industries would feel more comfortable and the paranoia would cease."*

Post-Centre Assistance. The need for support in taking the next step after completing two years at the Centre was mentioned by a few respondents. This is related to the need for sponsorship for further education mentioned earlier as well as those who seek other jobs.

*"Have to go elsewhere to go higher and get a better job."*

*"After two years some help is needed to find another job and to help out with ambitions."*

*"There should be a searching out of leaders so we can recognize potential and draw out people."*

Compulsory Period of Residence. One respondent suggested trainees contract to stay for a compulsory period of time, but this was not supported by other respondents.

*"Trainees should sign a contract (one year) to stay a longer period to help ensure success. However, they would need to fully understand what they were signing."*

*"Any compulsory stay defeats the objective of individual choice, which is current policy."*

Starting Up Grant. This has not been changed for two years. One respondent felt there was a need for change.

*"The starting up grant has been the same for two years and needs to be increased from \$109."*

Security. One respondent felt there was a need for more security at the Centre due to different nations of Indian people and beliefs.

*"More security is needed. There is a clash of different nations of people, northern and southern party types. Some live in fear. The place is too noisy for some. There is an undercurrent of "witchcraft" or bad medicine for some residents who believe in it."*

Day Care. Respondents about the Day Care Centre focussed on the need for improvement in the training of people working there.

*"There is a need for a qualified Day Care person."*

*"It is important to improve Day Care -- including a training program for people there."*

*"There is a need for basic toys for children in the Day Care Centre as well as at home."*

Shopping. Two respondents commented on the need for improved food buying by families:

*"Buying, observed in food stores, tends to be convenience and fast foods."*

*"When they first arrive, they buy "junk" foods, but as time passes they begin to shop more wisely."*

Christianity. One respondent recommended a greater emphasis on spiritual well-being in the programs at the Centre.

*"There should be more Christian emphasis."*



Part VI

REPORT OF DATA DERIVED FROM INTERVIEWS  
WITH OO-ZA-WE-KWUN PROGRAM STAFF

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## Part VI

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Part VI  
REPORT OF DATA DERIVED FROM INTERVIEWS  
WITH OO-ZA-WE-KWUN PROGRAM STAFF

Introduction

This section of the report presents the findings collected by the Program Staff Interview Schedule and the Continuing Education Staff Interview Schedule. The section includes a statement of the methodology employed; the findings organized according to questions related to rationale, design, operation and impact; and the comments and recommendations that program staff could suggest for improving the Oo-Za-We-Kwun Centre.

Methodology

Rationale

The Social Program personnel were most directly involved in the delivery of the Centre's instructional activities. The Social Programs staff consisted of two major groups; Interviewers and Life Skills Coaches. The Interviewers initiate contact with the trainees on their home reserves, identify their needs, and assess the usefulness of Oo-Za-We-Kwun training for these trainees. The Interviewers were thus in a position to comment upon the trainees' expressed needs and aspirations prior to coming to the Centre and the nature of the information provided to trainees about the Centre.

The trainee is then assigned to a Life Skills Coach who facilitates the experiences of the family throughout their stay at the Centre and the family's relocation on leaving the Centre. They also take major responsibility for instructing trainees in life skill training. Consequently, the coaches could identify the aspects of the programs that facilitate the trainees' life skill development, the factors that impede their progress, the programs that are most useful to trainees, and the problems that Oo-Za-We-Kwun cannot address.

The second component of the Centre's program personnel consisted of Continuing Education instructors who provide short term courses and module units in a variety of reserve management content areas. Participants in the Continuing Education courses differ from the Life Skills trainees in their experiences at the Centre, and consequently it was desirable to document the needs addressed by the Continuing Education component and the perceived success of the present course offerings.



### Objectives

The specific objectives of the Program Staff Interview Schedule and Continuing Education Interview Schedule were to:

1. ascertain the knowledge and opinions of the program staff concerning the rationale, design, operation and impact of the Centre;
2. identify needs for additional programs at the Centre;
3. clarify some ambiguities concerning the operation of the Centre;
4. collect information that indicates the impact that the Centre's programs have on trainees and participants; and
5. solicit the recommendations and comments of program staff regarding perceived improvements for the Centre.

### The Sample

Because of the relatively small number of staff, all Interviewers, Life Skills program staff and Continuing Education staff were included in the interview population. The total population consisted of eleven Social Programs staff, which included three Interviewers and eight Life Skills Coaches; and six Continuing Education staff members. One Life Skills Coach was visiting reserves at the time of the interviews and a Continuing Education staff member was sick. Consequently, the final interviewed sample consisted of ten Social Programs staff and five Continuing Education staff.

### The Instruments

The Centre's program staff serve two different populations, have different roles and responsibilities, and have different expertise. Consequently, two structured interview schedules were developed; one for Social Programs staff, the Centre Staff Interview Schedule, and one for Continuing Education staff, the Continuing Education Staff Interview Schedule.

The design of the instruments were based on questions identified in Phase I of the study and sought to:

1. measure the extent of agreement with statements concerning the rationale, design, operation and impact of the Centre's programs;
2. identify the extent of use and effectiveness of the complete range of the Centre's programs and services;
3. descriptively report selected operational issues;
4. assess the impact of the Centre's programs on trainees and participants;
5. elicit supportive impact examples; and
6. determine recommendations for the improvement of the Centre and its services.

The two instruments were reviewed with the Coordinator of Social Programs and the Head of the Continuing Education Department to ensure item accuracy and relevance.

#### Data Collection Procedures

The Centre's program staff were contacted by telephone to schedule a convenient time for the interviews. In all cases the program staff came to an office at the Centre which had been allocated to the study team. The interviews were conducted by one CIR researcher who recorded all the staff's responses. The written responses were reviewed with the staff to ensure their accuracy.

#### Data Analysis and Report Procedures

All rated responses were coded for computer analysis. The frequency of responses were then converted into a weighted mean score. Items rated as strongly agree and very effective were weighted +2; agree and effective as +1; disagree and ineffective as -1; and strongly disagree and very ineffective as -2. Items that the staff could not rate were weighted as 0. The resulting weighted total was then divided by the number of respondents to establish the weighted mean score. These scores were then analysed according to the major categories of items to identify the most and least supported items.

Qualitative responses to each question were listed and grouped to determine trends. These trends were then reported according to the frequency and content of the response. Illustrative examples of each trend have been reported as a direct quote to ensure the nature of the analysis has not misrepresented the raw data.

#### Report Format

The following section reports in narrative and tabular form the findings collected from the Centre Staff Interview Schedule and the Continuing Education Staff Interview Schedule. The findings are organized according to questions related to rationale, design, operation, impact, comments and recommendations.

Within each section a consistent format has been used. The complete findings are presented in tabular form. The number of staff who responded to each question has been identified where appropriate, followed by the major trends and contrary opinions. Numerical or qualitative comments verify the extent and nature of the trend. At the end of each question is a short statement headed observations. The observations reflect the judgements of the CIR research team concerning each particular finding. In this way, the direct findings and observations drawn from those findings are clearly delineated.

#### The Findings

This section presents the findings collected by the Centre Staff Interview Schedule and the Continuing Education Staff Interview Schedule. The findings are presented according to questions related to Rationale, Design, Operation and Impact.

Quantitative data is reported in tabular form and direct quotes have been included to ensure that qualitative remarks have not been misrepresented.

#### Rationale

The program staff were asked to identify their extent of agreement with a list of statements related to the philosophy, principles and goals of the Centre. As Table 1 indicates, to the staff, the most important goals of the Centre were to "help trainees become involved in their own learning" (1.5); "to help Indian families, as a unit, to explore their personal goals and ambitions" (1.35); and "to assist in the development of management skills for the governance and economic development of the reserves" (1.3). The least important goal of the Centre is to "help trainees to learn saleable employment skills" (.25). The staff reported that they had a clear understanding of the philosophy, principles and goals of the Centre and that they had no difficulty applying the goals of the Centre in their programs.

The Centre's programs were felt by Social Program staff to address the needs of Indian people who were "struggling to find their identity, were having money problems, or needed help getting along at home or school" (1.2); and who "wanted to find and keep a job in a town or city" (1.1). Continuing Education staff supported most highly the "needs of Indian people who wish to take a more active role in managing reserve affairs" (1.4).

Observations. There is general agreement amongst the program staff concerning the goals of the Centre and the needs served by those goals. There is no attempt to provide technical or vocational training during the trainees' stay at Oo-Za-We-Kwun.

#### Design

Statements related to the design of the Centre's programs and the extent of agreement with those statements by all program staff are presented in Table 2.

There was very little agreement that new programs should be added to those currently offered at the Centre, whether because the programs did "not address all of the trainees' needs" (.9), or because the programs were not effective (-.65). Program staff generally did not feel that the Centre should provide "vocational/technical training" (.35).

The current programs offered by the Centre; that is Social Programs and Continuing Education, were primarily supported as discrete programs. The Social Program staff felt that "life skill training should be a pre-requisite for Continuing Education courses" (.6), but the extent of agreement was not strong. The staff generally felt that the Centre's programs were unique, because the programs would inconvenience the trainees if offered elsewhere (-.15) and although there was another program in the Brandon area which addressed "the types of needs on which the Centre

Table 1  
Program Staff Assessment of Statements Related  
to the Centre's Philosophy, Goals and Principles

STATEMENTS  <i>Note that Items 1-9 focus on the philosophy, goals, and principles on which the Centre is based.</i>	Weighted Mean Score		
	Social Program Staff N = 10	Continuing Education Staff N = 5	Total Staff N = 15
1. The philosophy, goals and basic principles of the Centre are clear.	1.0	.8	.9
2. I have found it difficult to apply the philosophy, goals and principles of the Centre.	- .6	- .6	- .6
3. A <u>very important</u> goal of the Centre is to help trainees to learn to live in an urban town.	.6	.6	.6
4. A <u>very important</u> goal of the Centre is to help trainees to learn saleable employment skills.	.3	.2	.25
5. A <u>very important</u> goal of the Centre is to help trainees become involved in their own learning.	1.4	1.6	1.5
6. A <u>very important</u> goal of the Centre is to increase trainees' participation in a community which supplies a job and provides services common to any urban community.	1.1	.4	.75
7. A <u>very important</u> goal of the Centre is to help Indian families, as a unit, to explore their personal goals and ambitions.	1.3	1.4	1.35
8. A <u>very important</u> goal of the Centre is to assist in the development of management skills for the governance and economic development of the reserves.	1.2	1.4	.8
9. A <u>very important</u> goal of the Centre is to encourage the private business sector to participate in the job training of Indian people.	.7	.8	.75

Table 1 Continued

STATEMENTS  <i>Note that Items 10-13 focus on the needs addressed by the Centre's programs.</i>	Weighted Mean Score		
	Social Program Staff N = 10	Continuing Education Staff N = 5	Total Staff N = 15
10. The Centre's programs address the needs of Indian people who want to take other training at a university, community college, or trade school.	.8	1.0	.9
11. The Centre's programs address the needs of Indian people who want to find and keep a job in a town or city.	1.1	.8	.95
12. The Centre's programs address the needs of Indian people who are struggling to find their identity, are having money problems, or need help getting along at home or school.	1.2	.8	1.0
13. The Centre's programs address the needs of Indian people who wish to take a more active role in managing reserve affairs.	.8	1.4	1.1

is based" (-.3), the Program Staff did not consider this program as encompassing as the Oo-Za-We-Kwun experience.

When presented with statements concerning their own roles, Social Program staff felt they helped trainees "identify and plan their future, post Oo-Za-We-Kwun goals" (1.2), more so than responding to trainee problems (.9) or "assisting trainees to relocate to a settlement of their choice" (.6). Continuing Education staff conversely, felt they responded to participants problems (1.0), rather than helped plan "post Oo-Za-We-Kwun goals" (.6).

Observations. The staff responses indicate considerable support for the Oo-Za-We-Kwun concept of an integrated community environment that provides an opportunity for self-knowledge and personal enhancement. If there is dissatisfaction with current programs, it is because of the limited resources supporting the program rather than a fault of the design.

Social Programs Staff Assessment of the Need for Additional Programs. When Social Program staff were asked if there was a need for additional programs or services at the Centre, five indicated yes and five stated no.

Table 2  
Program Staff Assessment of Statements Related  
to the Centre's Design and Operation

STATEMENTS	Weighted Mean Score		
	Social Program Staff N = 10	Continuing Education Staff N = 5	Total Staff N = 15
<i>Note that Items 14-24 focus on the design and operation of the Centre programs and services.</i>			
14. New programs should be added because the current programs do not address all of the trainees' needs.	.6	.8	.7
15. New programs need to be added because some of the Centre's current ones are not effective.	- .7	- .6	- .65
16. The Centre should include programs that provide trainees with vocational/technical training.	.3	.4	.35
17. Some type of life skills training should be a pre-requisite for Continuing Education courses.	.6	.4	.5
18. Many of the Centre's programs could be provided in other Manitoba locations without inconveniencing the trainees.	- .1	- .2	- .15
19. There is at least one other program in the Brandon area that addresses the types of needs on which the Centre is based.	- .2	- .4	- .3
20. The Life Skills Coaches identify trainee problems and respond to those problems.	.9	N/A	N/A
21. The Life Skills Coaches help trainees identify and plan their future, post Oo-Za-We-Kwun goals.	1.2	N/A	N/A
22. The Centre staff assist trainees to relocate in a settlement of their choice.	.6	N/A	N/A
23. Continuing Education staff identify trainee problems and respond to those problems.	N/A	1.0	N/A
24. Continuing Education staff help participants to plan their future, post Oo-Za-We-Kwun goals.	N/A	.6	N/A



The additional services and programs that were considered necessary and the number of times the service was mentioned included: more extensive on-the-job training opportunities (5); educational programs for academic upgrading (3); specialized parenting training (2); native study programs (2); a more extensive introduction to the industry experience (1); and life guard training (1).

The staff who responded negatively felt that there was sufficient need to upgrade present programs rather than attempt to diversify and include new programs in an attempt to cover previous weaknesses.

Observations. The Program Staff appear ambivalent about the need for additional programs. Those programs that are desired are an extension of the present Social Program mandate. For example, although more extensive on-the-job experiences are considered desirable, training for specific job skills is not. The Program Staff appear generally supportive of the Centre's present program offerings.

Staff Assessment of the Most and Least Essential Features of the Centre's Design. The staff were asked to indicate three essential features of the Centre and three features that were not essential. The responses of the staff tended to suggest operational improvements for the Centre as well as design features.

Social Programs staff reaffirmed the need for life skill programming (4), industry experience (2), and recreational and housing facilities (4) as essential Centre components. Effective leadership (3), more involvement by the Board of Directors (1), closer liaison with an educational institution (1) and a secure financial base (1) were similarly desirable. A competent and stable staff (4) who could ensure that the expectations of the trainees, staff and the Centre's programs were mutually understood (2) should be encouraged. Finally, the staff supported a wider participant base for the selection of trainees (1). Comments illustrative of the above concerns include:

*"A Social Program that includes five stages: an orientation to the Centre; life skills lab; development of Basic Coping Level skills; an advanced life skill lab; and graduation."*

*"Effective leadership and good management that demonstrates the skills you are teaching, e.g. evident democratic procedures."*

*"Caring people who have respect for others and are able to channel resources where needed."*

*"A stable staff, both personally and job-wise."*

*"Include a wider base: not just Indian people, but anyone who could benefit."*

Continuing Education staff supported their own department's courses (2), the Social Programs (3), and a wider variety of skill building opportunities, rather than just the industrial experience (3).

*"Include a variety of skill building opportunities: more saleable skills, practical things, and extended courses for farming or ranching."*

*"The link between Social Programs and Continuing Education should be more definitive."*

*"Respond to needs as defined by the people, rather than industrial experience."*

Very few staff (4) could indicate program elements that were not essential. In most cases the programs should be improved, rather than eliminated. Home economic training, community involvement, babysitting services, authoritarian management, high staff turnover, the essentially negative industrial experience and lack of proper training for some jobs were mentioned by individual staff members. One staff member felt the partial occupancy of the Centre and the militaristic control of the Centre should be eliminated.

Observations. The design of Oo-Za-We-Kwun was generally supported by the Program staff. Some changes were suggested to increase the effectiveness of leadership, the stability of staff, the scope of the population served, and the saleable nature of learned skills. However, these issues appear to have minor support.

#### Operation

The implemented program operating at Oo-Za-We-Kwun was assessed by the staff response to both structured response and open-ended questions. The components of the programs and the findings are indicated throughout the following discussion.

Staff Assessment of the Centre's Programs and Services. An analysis of the operation of the Centre is possible from the response of the Program Staff to the items listed in Table 3.

Social Program staff have greatest direct contact with Centre Services: the LifeSkills coaches (9); alcohol education officer and life skill training (8); day care service, home skills facilitator, trainee housing allocator, site services personnel, and industries at the Centre (all noted by 7 staff). All Centre Services had been used by at least half of the Social Programs staff except for the financial counsellor and marriage family counsellor. These services were only provided as a special service during the early stages of the Centre's operation. The most highly regarded services were those performed by security services (1.8), recreation facilities (1.6), day care service (1.4) and life skills training labs (1.4).

Continuing Education staff all had used their courses, site services personnel, security service personnel and the recreation facilities in their contacts with participants. The Lodge, trainee housing allocator and industries at the Centre were also contacted by most of the staff (4) on behalf of trainees. Of these services,

the Lodge, Continuing Education courses and trainee housing allocator were considered most effective (1.25). The day care centre (-1.0), industries (.5) and recreation facilities (.2) were considered least effective.

When asked to make general comments about the Centre Services, the Program Staff as a whole primarily commented upon the industries (10 staff), day care (9 staff), housing allocation (6 staff), and the life skills training (5 staff).

The staff reiterated that the industries were "not meant to provide vocational training" and that they had a "business to run." They felt the work was "real, but not relevant," that it "should be more varied" and that the industries could have "more input into the program."

The Day Care service provided "too limited a service" because the director and staff were inadequately trained, after school supervision was not available, health problems spread rapidly, and the staff/child ratio at 1:6 was considered too high.

Program staff were particularly sensitive to the allocation of trainee housing. It was felt that the houses should "look good" on arrival, be checked more closely as a family enters and before they leave so that damage is fairly assessed if necessary, and that furniture and particularly mattresses should have some protective covering. Two staff felt the service should be friendlier.

Comments related to the life skill training course included the upgrading of the present program, lengthening the five week lab session and including an advanced lab session prior to leaving. The present scope of the training was felt to be sufficient given the time and resources available.

Observations. Most of the Centre's services are well known to the Program Staff. Those services that are not considered effective appear to be so because of the lack of commitment and involvement of the service in supporting the "community classroom" concept, or because seemingly minor improvements in maintenance and services are not readily made.

Staff Assessment of Municipal/Provincial/Federal Services. The most frequently used Municipal/Provincial/Federal services by Social Program staff were Health and Social Development (7), Public Health nurse (6), Children's Aid counsellor (5), and the Manpower counsellor (5). Continuing Education staff had most contact with DIAND regional officers (4).

The most effective services were considered to be the DIAND regional offices (1.65), the Public Health nurse (1.3), and the Health and Social Development officer (1.15). The service of the Manpower counsellor was considered least effective (.25).

Comments related to these services indicated that for Manpower, Oo-Za-We-Kwun trainees "were considered 3rd level clients and were not given much help," the

Table 3  
Program Staff Use and Assessment of Centre  
Related Programs and Services

Programs & Services	Social Program Staff N = 10		Continuing Education Staff N = 5		Total Mean Score
	# Who Responded	Weighted Mean Score	# Who Responded	Weighted Mean Score	
<u>Centre Services</u>					
1. Life skill training	8	1.4	N/A	N/A	1.4
2. Continuing Education courses	5	0	5	1.25	1.25
3. Lodge management/staff	N/A	N/A	4	1.25	1.25
4. Life Skills coaches	9	.9	3	1.0	.95
5. Day Care service	7	1.4	2	-1.0	.2
6. Alcohol Education Office	8	1.0	2	1.0	1.0
7. Home Skills Facilitator - Home Visitor or Home Economist	7	1.1	1	0	1.1
8. Financial Counsellor	2	.5	0	0	.5
9. Marriage Family Counsellor	0	0	0	0	0
10. Trainee Housing allocator	7	1.1	4	1.25	1.17
11. Site Services personnel	7	.7	5	1.2	.95
12. Security Services personnel	6	1.8	5	1.0	1.4
13. Recreation facilities	5	1.6	5	.2	1.4
14. Industries at the Centre	7	.7	4	.5	.6
<u>Municipal/Provincial/Federal</u>					
14. Unemployment Insurance Commission	3	1.0	3	.3	.65
15. Manpower counsellor	5	.2	3	.3	.25
16. Legal Aid counsellor	3	1.0	0	0	1.0
17. Children's Aid counsellor	5	1.2	1	1.0	1.1
18. Public Health nurse	6	1.6	3	1.0	1.3
19. Health and Social Development Officer	7	1.3	1	1.0	1.15
20. DIAND Regional Officers	3	1.3	4	2.0	1.65

officer was not "sincerely interested," visited infrequently, and did not consider the Oo-Za-We-Kwun work experience when assessing the trainees work history. The DIAND Regional Officers were a particularly useful resource for the Continuing Education staff.

Observations. Services provided by Municipal/Provincial/Federal Agencies are generally effective in supporting the trainees and staff at the Centre. However, the Manpower program is considered ineffective. It is possible that the demands made by trainees on the program staff for career counselling or future employment help cannot be met by the staff, and yet, the Manpower programs appear incapable of meeting the need.

Staff Assessment of Trainee Services. The United Activities Group is most familiar to the Social Programs staff (6) and considered the most successful trainee service organization (1.7) by all program staff. The Leisure Recreation Committee members were considered the least effective service (.25) by Social Programs staff. General comments by three program staff reflected the need for extended activities provided by the Community Club members: "with limited transportation, more social activities are needed" and "someone has to provide occasions for people to meet each other." The trainees lack of personal skills and high turnover at the Centre were acknowledged as problems preventing a more active community group.

Observations. Continuing Education staff appear to have greater contact with community service groups than the Social Program staff. Generally, the efforts of the community service groups is highly regarded, although there appears to be a need for extended services.

Staff Assessment of Private/Business Groups. Most of the Social Programs staff and Continuing Education staff had contact with private businesses in Rivers or Brandon on the behalf of trainees. The nature of the contact was "introductory for Social Programs staff and as a learning resource for Continuing Education staff. In most cases the contact was rated successful for meeting identified needs.

However, nearly all the staff (11) considered transportation at the Centre and between the Centre and Rivers to be a major problem (-1.3).

Five staff noted that taxi service to Rivers was "hard to get and not available on Sundays unless a booking is made;" the service is expensive, "\$3.00 per person" (4 staff); and that there was a need for some scheduled service particularly on Friday afternoons (3 staff). One staff member commented that a bus service had been tried, but it was not supported. At the Centre, the need for transportation to Day Care for working mothers was mentioned by two staff members.

Observations. There appears to be suitable shopping and entertainment businesses in Rivers that are available to trainees, but an inadequate and expensive transportation service creates some difficulties for trainee accessibility. Whether

Table 4  
Program Staff Use and Assessment of Centre  
Related Programs and Services

Programs & Services	Social Program Staff N = 10		Continuing Education Staff N = 5		Total Mean Score
	# Who Responded	Weighted Mean Score	# Who Responded	Weighted Mean Score	
<u>Trainee Services</u>					
21. Community Club members	4	1.5	4	.75	1.12
22. Women's Club members	0	0	0	0	0
23. United Activities group	6	1.8	3	1.6	1.7
24. Leisure Recreation Committee	4	.25	4	1.25	.75
<u>Private/Business</u>					
25. Indian Friendship Centre (Brandon)	5	.8	0	0	.8
26. B-J's Solomart-McKenzies	5	1.0	3	1.3	1.15
27. Rivers Credit Union	6	1.0	3	1.6	1.3
28. Foreman's Garage	1	1.0	2	1.0	1.0
29. Rivers Inn	1	1.0	4	1.0	1.0
30. Transportation Services	7	- .1	4	-1.5	-1.3
<u>Community Services</u>					
31. Brooke School staff	7	1.4	5	1.8	1.6
32. Rivers Collegiate staff	3	.6	1	1.0	.8
33. Brandon University staff	4	.8	3	1.3	1.05
34. Assiniboine Community College staff	5	.8	4	1.0	.9
35. Rivers churches	4	.5	1	1.0	.75
36. Rivers sport clubs	1	1.0	1	1.0	1.0

the bus service was discontinued for financial reasons or lack of support needs further investigation. Transportation was the most negatively rated service provided at the Centre.

Staff Assessment of Community Services. The contact between the Program Staff and Brooke School staff (12), the Assiniboine Community College (ACC) staff (9), and



the Brandon University staff (7) is fairly extensive. The Program Staff consider the school staff particularly effective (1.6) in their service to the Centre. Few staff have contact with the Rivers churches or sports clubs. The effectiveness of the church activity (.75) was considered less than other community services. Two staff members commented that "although Sunday school was good at the Centre, the spiritual aspect of trainees' lives was not being met."

Observations. The program staff considered that contact with educational institutions and sports clubs were satisfactory in meeting the trainees' needs. Some improvement in spiritual services was indicated.

Social Program Staff Assessment of the Trainees' Interest in the Centre. Social Program staff members were asked to indicate those aspects of the Centre that trainees appreciated most and disliked most. The intent of the question is to find how familiar the staff are with the interests and concerns of the trainees.

The immediate response of the staff indicated that trainees liked the convenience of a modern home, a steady job and regular funds (11).

*"The homes -- just being able to have their own personal belongings."*

*"Having job security and a steady income."*

The Centre then provides the opportunity for personal growth away from the parental control of extended families (7).

*"Being able to take advantage of the situation to make their own decisions and do things on their own."*

*"Opportunity to experience life off the reserve."*

*"Opening opportunities for growth."*

The services at the Centre, particularly the recreation hall (4), school, Day Care and a counsellor to turn to, add to the attraction of the Centre. Finally, at the Centre they meet people like themselves who have similar problems (4).

*"They find people here like themselves who lack communication skills and budgeting skills."*

*"They are accepted by people who have their problems."*

The least appreciated aspects of the Centre are the trainees having to accept responsibility for their behaviour (2), the formal instructional setting of the life skill training (2), and the evident drinking problems of "others" (3). The lack of transportation (2), a grocery store (1) and low wages (1) were additionally mentioned.

*"The trainees are forced to accept responsibility for their behaviour."*

*"We can lose them very quickly in the instructional setting if they are talked to and have to sit and listen."*

*"Neighbours drinking problems are a temptation."*

Major Difficulties Experienced by Trainees and Participants at the Centre.

Fourteen of the program staff felt that trainee families and Continuing Education participants experienced major difficulties during their stay at Oo-Za-We-Kwun.

The major difficulties and frequency with which they were mentioned included the following items: adjusting to the life of a responsible nuclear family away from the social and emotional support of the extended family was mentioned by eight staff as being the greatest difficulty. Without such support managing a budget (6), caring for a home (4), loneliness (3), and knowing how to cope with health problems (2) become major problems.

Continuing Education staff noted that the participants in their three month courses are faced with boredom (5), there is little for wives or teenagers to do, although they are invited to join the courses (3), and that getting involved in community activities is difficult (2). Alcohol often becomes a major problem for participants (2) and readjusting to the learning process when the academic background of students is very broad (2) is difficult.

Observations. The major difficulty faced by trainees and Continuing Education participants is the development of a social network to replace that provided by the reserve environment. There appears to be few opportunities provided to meet people other than those directly sharing the courses or labs, transportation around the Centre is a personal responsibility and although recreation facilities are available, there is little organized activity. The Program Staff acknowledge the problem, but are unable to provide social alternatives. One staff member mentioned that direct social contact with trainees and participants after lab hours was discouraged.

Means for Publicizing the Centre's Programs. Program staff indicated that the most frequently used means for publicizing the Centre's programs were: printed brochures (13), informal contact among people on the reserves (13), verbal presentations to Band Councils (10), presentations to agency personnel, e.g. schools, churches, manpower and funding agencies (7), visits by Centre personnel to reserves (5), verbal presentations to individuals who have indicated an interest in the Centre (4), film presentations (2), and visits to the Centre by reserve personnel (1). One staff member mentioned a most effective means was considered to be the informal contact among people on the reserves, the visits to the reserves by Centre personnel, and the brochures. The least effective means was talking to other agency personnel because they do not know what Oo-Za-We-Kwun is about.

Observations. The Centre appears to have a comprehensive system for contacting potential trainees and participants for the Centre's programs. However, the heavy

dependence upon brochures and the informal contact between friends on the reserves suggests that the information circulated about the Centre could be highly ambiguous.

Screening and Selection of Social Programs Trainees. The screening and selection of trainees for the Social Programs Department is the joint responsibility of Interviewers and the Social Programs staff. Nine of the staff had participated in screening and selection activities. The information in Table 5 lists the criteria used in the screening process of potential trainees and indicates whether the staff have used the criteria when making their selections.

Table 5  
Extent of Use of Screening Criteria for the Selection  
of Social Programs' Trainees

Screening Criteria	Frequency of Staff Use (N = 9)	
	Yes	No
a. treaty or registered status	5	4
b. couple has completed at least Grade 6	3	6
c. couple is married or common-law	7	2
d. any single parents are separated for at least six months	8	1
e. children should come too	8	1
f. family healthy	7	2
g. pregnant wives should wait until baby born	6	3
h. both parents should speak and write English	7	2
i. no fines owing	8	1
j. no severe problems, such as heavy debt or alcohol	9	0
k. relating skills - keep appointment; reply with something more than monosyllables	8	1
l. commitment - applicant must be informed of what BCL goals are, and agree to work towards them	8	1

The most consistently applied criteria was the attempt to ensure that trainee families had no severe problems, such as heavy debt or alcohol. The educational level of the couple, at least Grade 6, was the least rigorously applied criteria. Although five Social Programs staff mentioned they disregarded the treaty status of the couple, no non-treaty persons had been accepted to the Centre.

When asked if additional criteria were used in the selection process, six Social Programs staff mentioned the ability of the trainees to identify their need for skills provided at Oo-Za-We-Kwun and the potential to build a satisfactory relationship with the coach. The comments included:

*"There is a mutual selection process where we establish a verbal contract of their commitment to helping them help themselves."*

*"We identify the lack of certain skills that could be of help to them."*

*"There must be some judgement of their potential to succeed and possibly change their lives."*

*"An interest to do something about identified need areas and a mutual agreement to work on personal goals."*

Two staff members considered the maturity of the couple, at least 20 years of age, to be important when selecting trainees.

The criteria which were considered most effective for indicating trainees who were most suited to the program included an understanding of the program (3), the potential to benefit from Oo-Za-We-Kwun (3), an ability to reach agreement about mutual expectations (2), and the interest of the wife (2). Exemplary comments were:

*"Trainees must understand what the program is about and then we must reach agreement about our mutual expectations."*

*"Trainees should be intelligent, young, eager to get something and have minimal verbal skills to be able to relate to the program."*

The criteria which the Social Programs staff felt were useful when identifying trainees who were not suited to the program included severe problems, e.g. legal, financial or alcohol (3), an unwillingness or inability to communicate (2), and the willingness of the staff to give the benefit-of-the-doubt to borderline trainees (2). Illustrative comments include:

*"There must be a willingness to communicate if there is to be a basis for development."*

*"We have erred in the direction of giving the benefit-of-the-doubt to the potential trainees when we feel they have major problems."*

Finally, five of the seven LifeSkills coaches had personally rejected potential trainees. The staff estimated that they rejected between a quarter and two-thirds of the number of applicants.

Observations. The criteria identified by the literature review is used to help select trainees for the Social Programs. The flexibility demonstrated in the use of the criteria is an attempt to meet individual needs of particular potential trainees. The staff implicated that the statistical success of trainees has not been a concern when selecting trainees. They would prefer to include anyone who may potentially benefit from the program. The fault of the selection process may be that the suitability, aptitude and interests of the trainees have not been codified into a set of objective indicators that can be applied by all coaches. The attempt appears to be made by coaches, but it remains a purely subjective process dependent upon the whim of the coach.

Screening and Selection of Continuing Education Participants. Continuing Education noted that they are often not in a position to select the participants for their courses. In many instances this is left to the choice of the funding agency or band personnel. This lack of selection was considered a serious problem for delivering effective courses that meet the needs of the participants.

If given the opportunity to select participants, four of the staff commented that the basic academic level (3), a stable employment history (3), favourable character references (3), a willingness to learn and show leadership (3), and the availability of funding (1) were the major criteria used. At present these judgements are made based upon the written application of the interested participants.

Observations. While the staff feel that the selection of participants should rest with them rather than a funding agency or Band Council, there has been no formal attempt to institute a selection procedure. Much of the required data is collected on application forms, but the standards for judgement have not been defined or implemented.

Procedures Implemented when Life Skills Trainees Wish to Terminate. When a trainee wishes to leave the Centre, they are regarded by the Centre as being in one of three categories. Upon completion of the Basic Coping Level skills and a suitable demonstration of these skills in the work setting, a trainee may graduate. A graduate is assisted in finding a job, becomes responsible for purchasing the supplied furniture, may remain at the Centre in the capacity of an industrial employee, or may have some assistance in returning to another location. In most instances, coaches mentioned that the graduates have made their decisions and planned their future prior to notifying the coach. Such arrangements are made through the coach. Graduated trainees cannot return to the Social Programs Department.

A trainee experiencing some personal problems may be entitled to a leave of absence of up to three months. Such arrangements are suggested by coaches if they are notified of the problems by a trainee. When the trainee returns to Oo-Za-We-Kwun he/she is reinstated in the program at the stage where the leave of absence was granted.



The third category of trainee is one who announced their decision to terminate. Most of the staff noted that the trainees often find themselves in a position where they feel they have no option but to terminate. If so, within three days, trainees are instructed to notify: the interviewing department that arranges return travel arrangements to their home reserves; their employer; the landlord; telephone company; and newspaper deliveries, if any. The coach assists the family in suitably packing their belongings and cleaning the house. Five staff mentioned that they tried to discuss the reason for leaving and suggest alternative solutions to the problems the trainees were experiencing.

Staff were unable to comment upon the effectiveness of these procedures in preparing the trainees to leave.

When the staff were asked what information was given trainees concerning the possibility of returning to the Centre they noted the following: "the door is always open" (3); after six months a person can reapply (4); or if their coach is willing to work with them again, they can reapply within six months (2). When the application is received the coach must be satisfied that the person has a specific reason for returning that can be met by the Centre's programs. If life skill training is still needed, the person must wait until their former coach is conducting another lab, otherwise they can move straight into the industries. Trainees are not accepted for a third entry into the program.

Observations. Most of the staff appeared to readily accept a trainee's decision to leave. The emphasis became one of ensuring that the Centre's termination procedures were observed. Staff did not volunteer information concerning alternatives until asked and it may be possible that the orientation to a trainee is similar. The high termination rate of trainees may indicate the futility of attempting to offer viable alternatives, although the speed with which arrangements are made (within 3 days), implies that alternative courses of action are given cursory emphasis.

Those trainees who in fact "graduate" appear to be given little assistance in contacting alternate career paths. While the staff believe it is desirable that graduates make their own career choices, the options available to them are not presented in any systematic fashion as they approach "graduation."

Evaluation Procedures Employed at the Centre. Social Programs staff indicated that coaches meetings (6), subjective reports of the life skills lab by staff and trainees (5), the evaluation of the coach by the Coordinator of Social Programs and Head Coach (3), and interaction between individual coaches on a one-to-one basis as the need arises (2) were the procedures used to evaluate the programs and staff in the Social Programs Department. Three staff felt they did not know what the procedures were and had not been informed that evaluation would be desirable. The Continuing Education Department had been charged with the responsibility for training the staff in program development and evaluation.



The Continuing Education staff stated that a formal checklist with comments was completed by staff and students at the end of each course. The Director of Continuing Education kept a record of the participants work history, approximately six months after the course was completed, and that other testing was a personal decision of the staff. One staff member commented:

*"I don't want to put them down with tests."*

Observations. The staff appeared hesitant and evasive in responding to this question. They seemed to lack an understanding of what evaluation was and its purposes in terms of program development or modification. Evaluation appeared to be regarded as an accountability tool which had in the past reflected negatively on their efforts and which in the future could serve no useful purpose. Even the need for routine assessment of life skill training labs at a subjective level was generally not considered a desirable practice. Although one staff member mentioned that the Continuing Education Department was recently made responsible for staff training which would include evaluation procedures, the lack of leadership in this area was very apparent.

Staff Recruitment. Five Social Program staff indicated that they had responded to an advertisement in the paper soliciting employees for the Centre; four staff members had been notified of positions by Oo-Za-We-Kwun personnel; and one member applied on speculation and was accepted. In most instances the staff underwent an intensive interview session lasting from one to two days. The emphasis appeared to be on good communication skills, high empathy and knowledge of life skills. One staff member indicated that at one time there had been an attempt to solicit staff of Indian ancestry to accommodate the desires of the Manitoba Indian Brotherhood, but this had not proven satisfactory.

The Continuing Education staff were primarily (4) recruited through personal contacts with Oo-Za-We-Kwun personnel. Only one staff member had responded to an advertised position.

Observations. The information above would suggest that a rigorous selection process was instituted by the Centre in the selection of staff, particularly for Social Programs. This procedure may be necessary because of the paucity of information regarding demonstrated expertise or academic training. Whether more objective selection criteria should be considered in the selection of staff is uncertain, although most recent employees had been subjected to the intensive interview process.

#### Impact

The impact that the Centre's programs and courses has had on trainees and Continuing Education participants is related in this section. Social Programs staff

indicated that since their employment at the Centre, the number of trainees assigned to them that had since left included; one to nine trainees (2 staff), ten to nineteen trainees (2 staff), twenty to twenty-nine trainees (1 staff), and not applicable (5 staff including the 3 Interviewers who are not assigned trainees). All the staff felt the trainees who had left had benefitted from the experience in some way.

Social Programs Staff Assessment of Statements Related to the Impact of the Social Programs. The information presented in Table 6 lists a series of statements about the impact of the Centre on trainees. The weighted mean score indicates the extent of agreement or disagreement as rated by the Social Programs staff.

While the staff generally agree that "overall the Life Skills Program helps the trainees meet some personal need" (1.3) the identification of specific skill areas is less strongly supported. Assisting "trainees in their communication with others" (1.2), holding "a job with one of the industries at the Centre" (1.1), and "helping trainee families in their relationships with each other" (1.1) were the most strongly supported statements. Statements related to the ability of "trainees to look after their physical health" (.7), the industrial experience meeting "the vocational skill needs" of trainees (.7), and the ability "to handle money successfully" (.5) were least supported by the staff. The staff disagreed that the "work setting of the industries at the Centre do not closely resemble working conditions that a trainee may encounter when he/she leaves the Centre" (-.5). The staff felt that the object of encouraging good work habits was possible within the work experiences provided by the industries presently at the Centre.

Observations. The responses of the staff indicate that all the statements do represent areas of potential impact that might be expected from the Centre's programs. It is interesting that the inter-personal skills of communication and family relationships are rated more highly than objective indicators, such as money management and personal health care. At the pragmatic level, it would appear that staff have greatest difficulty in changing personal habits.

Specific Skills Improved by the Social Programs. When the Social Program Staff were asked to indicate specific skills that had been improved by the Centre's programs, only five felt they could identify such skills.

Money management, the acquisition of problem-solving skills and improved communication were all mentioned by the five staff. Two staff indicated that alcohol education, accepting the responsibilities of a house and community living, and a greater knowledge of the difficulties of urban living were more apparent. Individual staff members noted improved nutrition and job related skills. Exemplary comments include:

*"They learn budgeting and have an opportunity to apply it."*

*"The trainees are ready to judge alternatives, deferring immediate action until they can identify realistic goals."*

Table 6  
Social Programs Staff Assessment of Statements  
Related to the Centre's Impact

STATEMENTS	Weighted Mean Score
	Social Program Staff (N = 10)
<i>Note that Items 23-33 focus on the nature and extent of the impact of the Centre.</i>	
23. Most of the Life Skills trainees hold a job with one of the industries at the Centre.	1.1
24. The training provided by the industry experience does not meet the vocational skill needs of the Life Skills trainees.	.7
25. The work settings of the industries at the Centre do not closely resemble the working conditions that a trainee may encounter when he/she leaves the Centre.	- .5
26. The training provided in the Life Skills component enables the trainee to handle money successfully.	.5
27. The training provided in the Life Skills component assists trainees in finding and keeping a job.	1.0
28. The training provided in the Life Skills component helps trainees to look after their physical health.	.7
29. The training provided in the Life Skills component helps trainee families in their relationships with each other.	1.1
30. The training provided by the Life Skills component helps trainees to use their leisure time creatively.	1.0
31. The training provided by the Life Skills component assists trainees in their communication with others.	1.2
32. The training provided by the Life Skills component encourages trainees to share their feelings and develop empathy with other people.	1.0
33. Overall, the Life Skills Program helps the trainees to meet some personal need.	1.3

*"The Centre provides motivation for communication skills such as attending, speaking and relating to others."*

*"Trainees are more in touch with being in a house by themselves and learning to cope together."*

*"They become aware of the difficulties they will encounter in urban centres compared to reserve life."*

After volunteering the above information, the staff were asked to rate the effectiveness of the Centre in helping families improve in the areas listed in

Table 7. The number of staff who felt able to rate the effectiveness and the weighted mean score of their responses are tabled.

Table 7  
Social Program Staff Response and Assessment of  
the Impact of Life Skills Training on Trainee Families

FAMILY LIFE SKILLS OUTCOMES	# Who Responded (N = 10)	Weighted Mean Score
1. Money management: budgeting; using credit; completing income tax returns.	7	.7
2. Finding a job: use of employment agencies; response to job interview questions; use of newspaper ads.	6	1.0
3. Success in a job: able to stick with a task; can make task related decisions; understands the use and care of equipment; takes directions appropriate to an employee.	6	1.0
4. Acceptance in a job: appearance appropriate; punctuality; basic conversation skills; getting along with co-workers.	6	.25
5. Family relationships: communication with spouse; parenting skills; identifies family goals; identifies family problems.	5	1.0
6. Home management: housekeeping/sanitation; nutrition; shopping skills; entertainment skills.	5	.6
7. Use of community resources: Day Care service; community organizations; transportation services.	8	0
8. Use of leisure resources: bingo; sports clubs; recreation facility.	8	1.25
9. Health care: locating services; making appointments; use of patent medicines; mental health.	7	.85
10. Family relationship to the school: children like school; children attend; parents know staff.	5	1.0
11. Establish personal goals: identify career goals; resolve personal problems; seek future alternatives.	6	1.2

The program appears most successful in encouraging the use of leisure resources (1.25), establishing personal trainee goals (1.2), finding and success in a job (1.0), family relationships, and the relationships between the family and the school (1.0). The program was rated least effective at gaining acceptance for trainees in a job (.25) and encouraging the use of community resources (0).

Observations. While there is a discrepancy between unsolicited indicators of impact and the rated effectiveness of the program, the program staff feel most

comfortable about the development of problem solving skills, communication skills, budgeting, the development of appropriate work habits and inter-personal family relationships. These are in fact the major concerns of the life skill training. While improvements in the use of leisure facilities is noted, services provided by other agencies or persons at the Centre are not judged to be as effective. Such a finding may indicate the familiarity of the staff with these components of the program rather than other program offerings. A similar judgement by ancillary staff would be a useful guide to an objective assessment of the success of the programs.

Specific Skills Improved by Continuing Education Courses. The information presented in Table 8 indicates the number of Continuing Education staff who were able to rate the effectiveness of the courses offered by the department and the resulting weighted mean score.

On the whole, the Continuing Education staff were very supportive of their courses. All outcomes were rated effective with the highest success in increasing participants' confidence (2.0), providing insight into management problems (1.8), and increasing the participants' overall competence in management roles (1.75). The courses, although effective, were less so for developing sensitivity to human relations problems (1.0), encouraging an objective approach to decision making (1.0), and developing orderly thinking (1.0).

Observations. The Continuing Education staff appeared much more positive towards the success of their courses than the Social Programs staff. The staff mentioned positive feedback from former participants who had returned to their jobs and now felt greater confidence in the performance of their job roles. The pragmatic nature of the courses, the attempt to link the courses closely to the current job experiences of the participants, and the relatively defined nature of the knowledge and skills to be acquired prevent comparisons being drawn between the success of Continuing Education and Social Programs training.

Examples of Trainees Judged to be Successful by Social Programs Staff. Social Programs staff were asked to think of a person whom they thought had been successful at the Centre, to indicate why they were thought successful, and to suggest how the Centre's programs had helped them to be successful. Three staff volunteered three examples, four staff indicated two examples, one staff member related one example and two could not indicate any examples.

The most frequently mentioned indicators of success presented in Table 9 include: trainees who remain at the Centre for two years (5); their ability to overcome drinking problems (4); involvement in community activities (4); the development of communication skills (3); and the return to a job on the reserve (3). The Social Program staff felt that the reason these people were successful was the Life Skills training, LifeSkills coaches, opportunities provided by the industries and the Centre as a whole.

Table 8  
Continuing Education Staff Response and Assessment  
of the Impact of Continuing Education Courses  
on the Participants

CONTINUING EDUCATION COURSE OUTCOMES	# Who Responded (N = 5)	Weighted Mean Score
1. Broadens the participant's knowledge of management.	5	1.4
2. Gives the participant greater insight into management problems.	5	1.8
3. Increases over-all competence in management roles.	4	1.75
4. Broadens participant's approach to problems.	4	1.25
5. Encourages an objective approach to decision making.	5	1.0
6. Develops orderly thinking.	5	1.0
7. Provides opportunities to use/seek answers to management problems.	5	1.4
8. Develops in the participant a sensitivity in dealing with people, and an awareness of the importance of considering people in decision making - human relations.	5	1.0
9. Through contact with each other participants develop an awareness and understanding of common problems.	5	1.2
10. Prepares the participants to accept more responsibility in their jobs.	5	1.6
11. Helps the participant gain confidence in his own ability.	5	2.0
12. Encourages - flexibility of ideas, an acceptance that there may be different paths leading to solutions of problems.	5	1.2
13. Stimulates the desire for further development.	5	1.4



Table 9  
Examples of Successful Trainees Noted By Social  
Programs Staff Members

Indicators of Success	# of Times Mentioned	How the Centre Helped	# of Times Mentioned
<u>Personal Improvement</u>		<u>Life Skills Training</u>	
- developed communication skills	3	- helped communication	4
- improved money management skills	1	- developed assertiveness	1
- gained self confidence in making personal decisions	1	- as a whole	2
- assertive enough to use the resources introduced	1	TOTAL	7
- accepted at ACC and made own arrangements	1	<u>Coaches</u>	
- reunited with husband and both reapplied	1	- helped to clarify their skills and use them	4
		- help with personal problems	1
TOTAL	8	TOTAL	5
<u>Work Related Activities</u>		<u>Industry</u>	
- offered a position on the reserve	3	- opportunity to get a steady job and stay at it	3
- kept a steady job for the first time	2	- on-the-job opportunities that matched his ambitions	1
- accomplished career goals at one of the industries	2	- access to alternate career opportunities	1
- proved a hard worker	1	TOTAL	5
- became the Day Care director	1	<u>Opportunity</u>	
- ran the Teepee	1	- to work out personal problems away from the reserve	2
TOTAL	10	- to experience the life style at the Centre	2
<u>Involvement</u>		TOTAL	4
- involved in community activities	4	<u>Personal Capability</u>	
- helps other trainees	1	- had potential to succeed	1
TOTAL	5	- enjoyed the experience at the Centre	2
<u>Length of Stay</u>		TOTAL	3
- completed two years	5		
- trainee is still here	3		
TOTAL	8		
<u>Coped with Problems</u>			
- overcame a drinking problem	4		
TOTAL	4		

Observations. It is interesting that trainees are primarily considered successful if they overcome former problems and actively associate with the Centre's activities. This finding suggests that the orientation of the staff is rehabilitative or problem oriented rather than providing a challenge for future growth. The interests of trainees are directed towards the Centre rather than towards their future lives in other locations.

Examples of Trainees Judged to be Unsuccessful by Social Programs Staff. Social Programs staff were less able to relate examples of unsuccessful trainees. Three staff could not think of a trainee who was unsuccessful, three staff mentioned one trainee and our staff mentioned two trainees. The indicators of lack of success are listed in Table 10.

The short length of time spent at the Centre, which in some instances was less than the five weeks lab experience (4), the active resistance of trainees to the opportunities available (6), and an inability to control drinking problems (2) were the major indicators of a lack of success. The staff considered that the people were unsuccessful primarily because of personal faults; a lack of motivation or resentment. Problems with the program at the Centre; a lack of social opportunities; the emphasis on trainees making their own decisions, the high turnover of staff and poor relationships between the trainee and coach were individually mentioned by program staff. Three staff felt the selection process and decision to terminate a trainee were not rigorously applied and two could not identify reasons for the failure of trainees to succeed.

Observations. While there is little group confirmation of problems within the Centre's programs, staffing and selection procedures, each of these areas would benefit from a careful review of their contribution to the unsuccessful completion of a trainee's training. It may also be desirable to encourage a formal commitment of time by trainees to the program, perhaps three months, to enable trainees to become familiar with the Centre and to provide the staff sufficient opportunities to help trainees adapt to new responsibilities.

Examples of Participants Judged to be Successful by the Continuing Education Staff. Continuing Education staff members related eleven instances of successful participants; two staff related three instances, two staff indicated two examples, and one staff member noted one example.

The information tabled in Table 11 indicates that the future work history of Continuing Education participants is the greatest indicator of success (10), followed by an ability to overcome personal, legal and drinking problems (5). One staff member noted that indicators of successful Life Skills trainees were improved communication, completion of Life Skills training and involvement in community activities.

Table 10  
Examples of Unsuccessful Trainees Noted By  
Social Programs Staff Members

Indicators of Lack of Success	# of Times Mentioned	Lack of Help	# of Times Mentioned
<u>Length of Stay</u>		<u>Personal Fault</u>	
- left after a week or early	3	- lacked motivation to change	2
- enrolled twice, but did not complete training	1	- developed resentment towards the Centre	2
		- could not make a decision to change	1
TOTAL	4	TOTAL	5
<u>Personal</u>		<u>Program</u>	
- tried to manipulate people and the situation	1	- Centre did not provide a supportive social network	1
- was a "professional training taker" moving from program to program	1	- the program is a problem solving one to identify alternatives, but not to make decisions	1
- unable to sustain progress made in the Life Skills lab	1	- high turnover of coaches	1
- here two years, but did not complete the training	1	- poor coach/trainee relationship	1
- unable to share problems	1		
- left the house a shambles	1	TOTAL	4
TOTAL	6	<u>Trainee Selection</u>	
<u>Alcohol</u>		- accepted trainees who were too young to benefit/not ready	2
- could not overcome drinking problem	2	- Centre should have terminated them earlier	1
TOTAL	2	TOTAL	3
		<u>None</u>	
		- I don't know	2
		TOTAL	2

Table 11  
Examples of Successful Participants Noted By  
Continuing Education Staff Members

Indicators of Success	# of Times Mentioned	How the Centre Helped	# of Times Mentioned
<u>Work Related Activities</u>		<u>Course Training</u>	
- has a position with a government agency	4	- Band Management and Basic Management courses	5
- managing own business	3	- course provided information	5
- found a better job	1	- course provided ideas	2
- ran the Teepee	1	- course provided confidence	1
- set goals and objectives for Band development	1		
TOTAL	10	TOTAL	13
<u>Coped with Problems</u>		<u>Opportunity</u>	
- able to come to grips with personal problems	2	- timing was right to make decisions and the Centre provided the opportunity	4
- solved a drinking problem	2	- opportunity to work out personal problems away from the reserve	1
- avoided criminal activity after a history of crime	1		
TOTAL	5	TOTAL	5
<u>Life Skills Related</u>		<u>Life Skills Training Coaches</u>	
- completed Life Skills	1	- Life Skills training	1
- involved in community activities	1	- coaches help to clarify and use skills	1
- developed communication skills	1		
TOTAL	3	TOTAL	2
		<u>Personal</u>	
		- personal motivation to succeed	3
		TOTAL	3

The staff strongly supported information, skills, ideas and confidence developed by the Department's courses as the primary reason for success (13). The opportunity provided by the Centre (5), Life Skills training (1), and the coaches (1), and the personal motivation of participants (3) were also noted.

Observations. All the Continuing Education staff were aware of former participants who had improved their work related knowledge and skills from participation in the Department's courses. The Centre's greatest impact on Life Skills trainees was the ability to overcome personal problems by providing an opportunity to break with the pattern of reserve life. Much of the Life Skills training success is viewed while the trainees are still at Oo-Za-We-Kwun. The long term effects have not been documented.

Examples of Participants Judged to be Unsuccessful by the Continuing Education Staff. Four staff members were able to relate two examples of participants who were unsuccessful and one staff member could not relate any.

Table 12 contains information that indicates an inability to overcome drinking and legal problems (4) and personal lack of motivation (1), academic skills (1), and perseverance (1) were noted as indicators of a lack of success. Although the reason for lack of success was attributed primarily to the individual, one staff member noted the lack of remedial programs as a contributing factor.

Table 12  
Examples of Unsuccessful Participants Noted By  
Continuing Education Staff Members

Indicators of Lack of Success	# of Times Mentioned	Lack of Help	# of Times Mentioned
<u>Problems</u>		<u>Personal Fault</u>	
- couldn't overcome drinking	2	- not motivated	2
- went back to gaol	2	- did not want to be helped	1
		- not ready for training	1
TOTAL	4	- lacked confidence to pursue opportunities	1
		TOTAL	5
<u>Personal</u>		<u>Course</u>	
- had a secure job so didn't try	1	- remedial help was not readily available	1
- could not read well enough	1	- had to stay an extra month to complete the course	1
- did not persevere to get a job for which he was qualified	1		
TOTAL	3	TOTAL	2
<u>Work Related</u>			
- his reserve is poorly managed	1		
TOTAL	1		

Observations. Continuing Education staff members are relatively satisfied with the performance of their participants and can offer few suggestions to overcome the personal faults of unsuccessful persons.

Program Staff Comments

At the end of the interview schedule staff were asked if they wished to make any general comments about the Centre or its programs. The comments have been grouped according to the following areas and are presented according to the strength of support:

1. Staff Problems
2. Support for the Centre
3. Program Related Comments
4. Administration
5. Political Interference

Staff Problems. The most frequent comments from Social Programs staff reflected staff dissatisfaction with working conditions, their involvement in decision making and program development, and the threatening atmosphere of the Centre. Seventeen comments by staff indicated these concerns.

*"Socially the Centre is not great. I'm expected to work long hours at minimum wages and yet have no say in scheduling my time or the next intake of trainees."*

*"There is nothing here to keep mobile people. Staff move on to better positions and the turnover is as high as the trainees. There must be a reason."*

*"It is a matter of staff survival. I don't get the help I need, people are not available, and I'm told 'you don't need' rather than 'sorry I can't help'."*

*"The atmosphere is not supportive - you are prepared for the worst, or people just sit around and 'kid' or 'bitch'."*

*"Coaches cannot do anything because we do not have the power. We are listened to and ignored, rather than have our choices accepted."*

*"You are often told 'Don't rock the boat'."*

*"The staff here have expertise, but they are forced into a social work role of superficial support, rather than given the opportunity to develop preventive programming."*

Support for the Centre. Nine comments reflected staff support for the Centre, its programs and staff.

*"The program is pretty good."*

*"It's a good place for me because I believe in the concept and I'm very happy here."*

*"I have benefitted immensely from the Continuing Education courses, and I hope now I can contribute back to others."*

Program Related Comments. Both Social Programs staff and Continuing Education staff commented upon their respective programs. Examples of the six comments included:

*"Life Skills is the core of the program and they should structure the community in such a way as to help the Life Skills. For example, there is not enough use of community resources in simple ways; getting trainees to introduce newcomers to the community so they become part of the instructional system and not just the recipient of services."*



*"We have individual resources but no 'sense of community.' The community is physically split into Indian and non-Indian areas as well as psychologically split into givers and receivers."*

*"The Centre gives people the background to cope with problems, but not to advance their lives."*

*"It should really be a 'training centre': if you are motivated and want to work, you will use the skills to find and keep your job."*

Administration. Four comments were made about the administration, three positive and one negative.

*"The management seems oppressive, but I don't find it so."*

*"Frank knows what he's doing and we need him."*

*"The coordinator is too involved in administration, rather than program development."*

Political Interference. Two comments noted the disruption caused to the Centre by the constant evaluations and the Manitoba Indian Brotherhood.

*"The evaluations disrupt the Centre and prevent new developments. We have to keep waiting for the next report."*

*"The MIB is a political body that makes political demands. It should not try to run the programs. Indianization of staff and control leads to segregation. The programs need trained staff, whether Indian or not."*

#### Program Staff Recommendations

The recommendations that staff suggested for improving the Centre, its programs and operation, included the following areas:

1. Program Related Recommendations
2. Staff Manual
3. Staff Stability
4. Selection of Trainees and Participants
5. Administration
6. Broader Client Base
7. Housing
8. Evaluation
9. Length of Life Skills Training Lab

Program Related Recommendations. Social Programs staff noted greater diversity in program offerings, additional levels of Life Skills training and the need for more community activities in the eleven recommendations made. The Continuing Education staff supported academic upgrading, on-the-job and job readiness programs and the need to reach reserve leaders to ensure reserve economic development in five program related recommendations.

*"Need more structure and another level of Basic Coping Level skills in the program."*

*"Need more diverse work experiences; business opportunities, waitresses, short-order cooks, and choices for female single parents."*

*"Need to break down the institutional feeling in the place and have different clubs, dances, powwows, and big brother groups."*

*"Need to develop the human and natural resources of the reserves by helping leaders identify their resources and potential for development."*

*"Need academic upgrading."*

Staff Manual. Seven comments from Social Programs staff attested to the need for a staff manual.

*"A manual is needed for the coaches orientation to the Centre, how to structure labs, and the resource people that are available."*

*"The NewStart manual is not useful, it should be adapted."*

*"The NewStart manual is too extensive for this program. We need a condensed revised manual."*

Staff Stability. Seven comments recommended stability in staff positions by encouraging more specialized staff, differentiating staff responsibilities, and providing opportunities for staff skills to be fully used.

*"Need more stability in staff positions: there is high turnover, we have to be able to work under pressure, and to live our jobs. This is asking a lot."*

*"The job should be differentiated into interviewers, coaches and counsellors. The interviewers contact trainees who meet selection criteria and avoid the duplication of coaches visits; the Life Skills coach should be a two month lab training position with some counselling, but only to ensure the trainee becomes part of the community; and the counsellor should introduce an extended group process of counselling with a specialized role available if needed."*

*"The job should be restricted to one area of expertise so that staff would specialize in an area and be able to prepare and present better experiences."*

Selection of Trainees and Participants. The selection procedure was commented upon seven times by program staff. Their recommendations included the need for a standardized procedure, longer interviews with prospective trainees, increased knowledge about the Centre and selection by Continuing Education staff for their courses.

*"Need time to talk to families more extensively."*

*"There should be a standardized procedure for interviews."*

*"Trainees and reserve leaders need to know more about the Centre, what we do, what we can offer, and their responsibility to the Centre."*

*"People must be selected for courses, not just have reserve people fill slots."*

Administration. Five staff comments recommended changes in the administration of the Centre, its structure and support for the staff.

*"The administration must realize that Life Skills is the core of the Centre. We need someone who has an understanding of human needs, both of staff and trainees; someone who can unify the structure and functioning of the Centre to provide support for the program."*

*"Skilled and caring people need a structure and time in which to work effectively."*

*"The Centre needs someone who can work above and below his level."*

*"The administration must find the resources to support the program."*

*"Kick out the 'administration' and start again."*

Broaden Client Base. The staff made four recommendations for increasing the population base of the Centre from Indian to all needy people.

*"Widen the geographical area of the population to include other Indian peoples."*

*"The program should be accessible to anyone who needs the program, whether an individual or an agency."*

*"The program should be open to anyone who could benefit: we talk about an integrated community, but the labs are segregated."*

*"Open the Centre to Metis and disadvantaged peoples."*

Housing. It was recommended that the housing should appear consistently attractive.

*"Ensure the housing is consistently attractive from the outside, so it looks like people care."*

Evaluation. Two recommendations supported the continuous accumulation of data in a useful form.

*"Need to accumulate data in a form that is useful to evaluate the programs."*

Length of LifeSkills Training Labs. Two recommendations were made that supported an increase in the length of the LifeSkills training labs.

*"Life Skills labs should be longer, we can only just touch on the skills they need."*

*"Extend the Life Skills labs to seven to eight weeks."*









Part VII

REPORT OF DATA DERIVED FROM INTERVIEWS  
WITH OO-ZA-WE-KWUN INDUSTRIAL PERSONNEL

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Part VII  
REPORT OF DATA DERIVED FROM INTERVIEWS  
WITH OO-ZA-WE-KWUN INDUSTRIAL PERSONNEL

Introduction

The information contained in this section of the report presents the data collected by the Industrial Personnel Interview Schedule. The section presents the methodology and findings organized according to the design, operation and impact sections which are of primary interest to the study.

Methodology

The information obtained from the industrial personnel consisted of two major areas; descriptive information related to the interface between the industry and the Centre's operations, and an assessment of the impact of the program on trainees job-related skills and attitudes. Managerial staff of the four industries located at Oo-Za-We-Kwun and the supervisory personnel who had direct and daily contact with the trainees were able to respond to each respective area of concern.

The managerial and supervisory personnel from each of the four industries at Oo-Za-We-Kwun were identified. Because the number of personnel was small, six altogether, it was decided to interview all six personnel which included four managerial staff and two supervisory staff. One company manager was unavailable at the time of the interviews and consequently, five personnel constituted the sample.

The Industrial Personnel Interview Schedule was developed by CIR to provide a structured guide for the interviews. The design of the instrument used questions of concern identified during the Phase I of the study and attempted to elicit information concerning the extent and kind of services provided by the industries to the Centre; some assessment by the personnel of the success of the programs; a rating checklist to indicate trainee work habits; an assessment of the impact of the Centre on trainees' skills; and general comments and recommendations for improving the Centre and its services.

The data was collected during a pre-arranged interview with the industrial staff, either in the CIR office at Oo-Za-We-Kwun or in the interviewee's office. The responses to the questions were written by the researcher and read back to the personnel to ensure their accuracy.

The frequency of the responses were manually compiled from the questionnaires onto a summary sheet. The rated checklist of trainee work habits involved the computation of a weighted mean score for each item. The same procedure used for the staff interviews was followed. A weighted mean score was computed for trainees and for similar employees at the industries who had not participated in the Centre's programs. The differences between these two scores were computed and the score for each section of the work habit scale, that is: independence, decision-making, use and care of equipment, taking directions, appearance, punctuality, and self-expression was totalled. From this analysis the success of trainees in demonstrating satisfactory work habits could be inferred.

Descriptive responses to each question were grouped in order to identify trends in the data and the degree of support for these trends. It must be noted that the data analysis procedure represents responses from only five personnel, and consequently statistical procedure to determine significance were inappropriate.

The following narrative presents the findings collected from the Industrial Personnel Interview Schedule. For each issue addressed by the questionnaire; the frequency of response, a description of the response, and observations drawn from the data by CIR staff is presented. Where possible the data is presented in tabular form or illustrated by exemplary quotes.

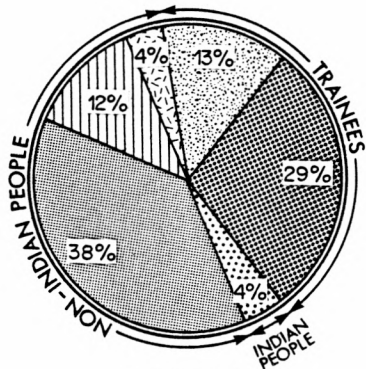
### The Findings

The findings presented in this section detail the responses of five industrial personnel who have been at the Centre for one year, or in the case of three personnel from three to five years. The findings indicate the extent of services provided by the Industries to the Centre, an assessment of the Centre's services, of trainee work habits, and of the impact of the Centre's programs on trainees according to the perception of the industrial personnel. Each area is presented under design, operation or impact headings as identified in Phase I of the study.

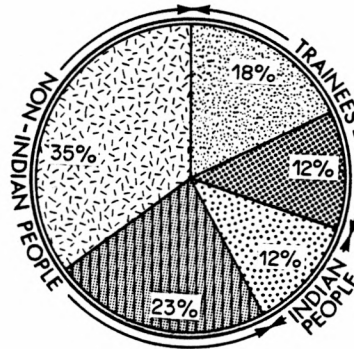
#### Design and Operation

The industries at the Centre provide employment for the trainees while they progress through the Basic Coping Level skills of the Social Programs. Approximately 25% of the employment positions at the industries were to be available for trainee employment.

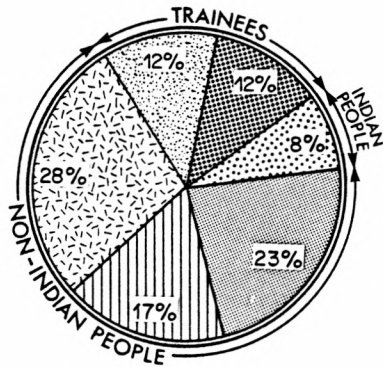
Percentage of Indian Employees. The industrial personnel indicated the percentage of Indian and non-Indian trainees who work in their industries. The percentages for the four industries are contained in Figure 1. The percentages reflect the perceptions of the personnel in three cases and actual employee records in one case. However, the percentages have not been independently validated by CIR staff.



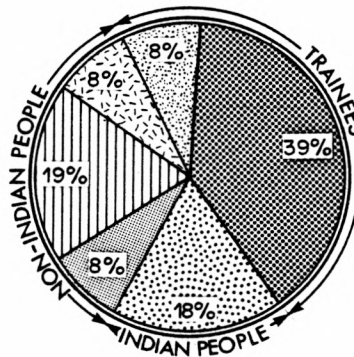
ARNOLD  
(N = 24)



TIM-BR-FAB  
(N = 17)



EDSON  
(N=166)



SEKINE  
(N=62)

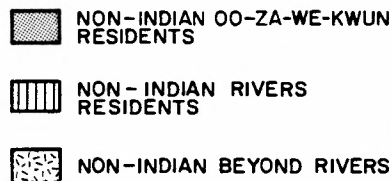
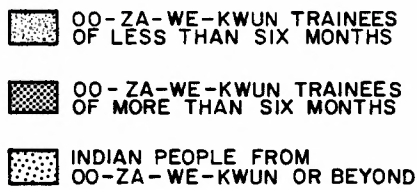


Figure 1 - Percentage of Indian and non-Indian employees at the Centre Industries.

The industries employ approximately 8 - 18% of their employees from Life Skills trainees who have been at the Centre for less than six months. Trainees who have been at the Centre longer than six months represent from 12 - 39% of the employees at the industries. In addition to trainees, the industries employ between 4 - 18% of Indian people who either have completed LifeSkills training or live in surrounding areas. In total, between 24 - 47% of the employees at the Industries were Life Skills trainees at the time of the interviews. Non-Indian employees who live at the Centre represent a further 8 - 38% of the employees at the industries.

Observations. The above data indicates that the four industries do allocate 25% of their jobs to Oo-Za-We-Kwun trainees. It is interesting that in two instances the greater number of trainees have been at the Centre for more than six months. Prior to six months, the industries obtain a wage subsidy for the trainees, but claims that this subsidy is the major reason for employing trainees would appear to be discounted. Revenue collected from the rental of homes to Non-Indian people who work at the industries constitute an additional source of funds for the Centre.

Percentage of Indian and Non-Indian Employees in Different Job Classifications. The staff allocation of employees in different job classifications is illustrated in Table 1. The information in the table indicates that all managerial and supervisory staff in the four industries are Non-Indian people. Thirty-five per cent of the lead hand or forman positions are held by Indian people, primarily in the Sekine industry. While office staff and technical personnel are primarily Non-Indian (93% and 70% respectively), some Indian people have been employed.

Indian people are over represented in assembly line positions (87.2% to 57.3%), and under represented among office staff (.9% to 8.2%) and support staff (.9% to 8.2%).

Observations. Industry personnel stated that if the Indian people show initiative and an aptitude for specialized tasks, they do have the opportunity to advance into positions that require these skills. The presence of Indian people in technical and lead hand/foreman positions indicates this is so.

The personnel also stated that although some Indian people had been promoted to supervisory positions they disliked the responsibility of directing other workers' behaviour and had been eventually replaced. The researchers found no evidence to suggest that unfair advancement policies or practices existed within any industry at the Centre.

On-The-Job Training for Employees. Four of the industrial personnel indicated that they provided on-the-job training for employees. The training included primarily familiarization with the tasks to be performed, for example: upholstery work required by the industry; sawing of lumber and basic carpentry skills; some welding; painting and mixing chemicals; inventory control; and electrical work that is not transferable to another industry. Three personnel stated they could not provide additional training because the industry does not require skilled workers; there are few opportunities for advancement because of the limited skilled positions; and other agencies provide



Table 1  
Percentage of Indian and Non-Indian People Employed in  
Different Job Classifications

I = Indian    NI = Non-Indian

Job Classification	Arnold (N = 24)				Tim-Br-Fab (N = 17)				Edson (N = 166)				Sekine (N = 62)				Total #		Total %		% Ratio for Each Job Classification	
	#		%		#		%		#		%		#		%		I	NI	I	NI	I	NI
	I	NI	I	NI	I	NI	I	NI	I	NI	I	NI	I	NI	I	NI						
1. Management	-	-	-	-	-	1	-	100	-	5	-	100	-	2	-	100	-	8	-	100	-	5.0
2. Supervisors	-	-	-	-	-	3	-	100	-	4	-	100	-	2	-	100	-	9	-	100	-	5.6
3. Lead Hands/Foremen	1	-	100	-	1	1	50	50	-	8	-	100	4	2	67	33	6	11	35	65	5.5	6.9
4. Technical	5	10	33	67	-	2	-	100	1	2	33	67	-	-	-	-	6	14	30	70	5.5	8.8
5. Office Workers	-	1	-	100	-	2	-	100	1	6	15	85	-	4	-	100	1	13	7	93	.9	8.2
6. Employees	5	2	71	29	6	1	86	14	51	74	41	59	34	14	85	15	96	91	51	49	87.2	57.3
7. Support Staff	-	-	-	-	-	-	-	-	1	13	7	93	-	-	-	-	1	13	7	93	.9	8.2
TOTAL *	11	13	46%	54%	7	10	41%	59%	54	112	33%	67%	38	24	67%	33%	110	159	41%	59%	100%	100%

\* The percentage totals are not column totals. They indicate the percentage of Indians and Non-Indians employed in each industry.

training for the specialized skills they do require. Three personnel noted additional opportunities for some upholstery training, and two mentioned welding and experience in different departments of the industry. Such training would be an adaptation of previous skills or demonstrated aptitude for these skills.

Observations. The industries at the Centre require primarily unskilled workers who can be shown the requirements of each task with minimal training. Even when some training opportunities are available, some previous experience with machinery of various kinds is required. The only contribution the industries can make to the Centre's trainees is the opportunity to develop desirable work habits and adaptability to different working situations.

Difficulties of Indian People at Work. Two industrial personnel felt that trainees at the Centre are more mature and want to prove themselves, so their problems at work are less than Non-Indian people. However, another interviewee noted that the home life is often disruptive which effects their interest in work; the new environment and routine of work appears oppressive; and because they don't know many people, it is difficult for women to adjust and they pressure their husbands to leave. Another interviewee stated that Non-Indian employees tend to be younger people earning money to move elsewhere. They know what is expected of them, but reject the expectations.

Observations. The adjustment problems of trainees to the work situation appear to be minimal. Disruptive influences stem from the home, rather than the job tasks or fellow workers.

Effect of Trainee Turnover on Industries. The industrial personnel were asked to indicate the effects, if any, of the turnover of trainees at the Centre. Two industrial personnel indicated that the turnover for trainees was higher than other employees, but only marginally. The trainees found it hard to work longer than three months. Three other personnel indicated that although the turnover was high, it has started to drop and stabilize over the last few months. Establishing a core of responsible workers, the relatively small number of employees in one industry, and the more careful selection of employees appear to help.

The turnover rate was felt to affect production in two industries when trainees leave in a clump. However, the short training period and practice of having employees work together on many tasks appear to keep the effects minimal. The rates were not considered excessive for this type of industry, and one interviewee stated that the rates would be more excessive in Winnipeg.

When asked if the turnover rates could be reduced, the source of potential improvement included: restructuring the LifeSkills coaches role to provide more time with the trainee following the lab training; joint planning and programming with the Centre to develop programs to counteract the turnover; more stress on the selection of trainees for appropriate jobs; and the employment of needed personnel,

not just accepting an allotted quota. The industrial personnel acknowledged that they really had little control over these factors because the skills needed are minimal or not transferable, and the commitment to the job is temporary.

*"Trainees know they will only be here two years, so the job becomes temporary in everyone's mind."*

Observations. The employment of Indian people by the industries does not create any unexpected problems. Not only are the industries able to adjust to the continuous intakes, but they are prepared to work with the Centre in attempting to reduce the turnover rates.

Industrial Personnel Assessment of Oo-Za-We-Kwun Programs. All the industrial personnel indicated that they had some familiarity with the purposes of the Centre's programs. They were most familiar with Life Skills lab training (5); Life Skills coach home visits (5); Day Care service (4), alcohol education courses (4); recreation opportunities (3); Continuing Education courses (2); and home skill training (2). Comments relating to the success of these programs included the following:

*"The life skill training gives trainees a chance to express themselves and try something new. As their stay here increases, you notice they are able to handle money and absenteeism decreases."*

*"In the last six months, there has been 100% improvement. They are willing to try and improve. Whether it is due to training or better selection, I can't say."*

*"The six weeks' basic training is not long enough. They should come into the industries for longer orientation, then into life skills. Also they need more follow up after the life skills training, particularly after a month or so."*

*"The coaches have different impacts. Some are excellent, others not so good. With some we sit down together with the trainee to help with problems; others are just doing a job and contact is limited."*

*"There is a high turnover of coaches, but most are on top of the family situation."*

*"They help me out with my contacts with the trainees."*

*"The Day Care service wasn't open early enough and seems expensive."*

*"Day Care works well because the children seem happy."*

*"The alcohol education officer asked for assistance with their program; he held a seminar for the staff and we try to help."*

*"One of our guys went on a binge, but they seem to have been able to sort it out."*

*"Alcoholism accounts for only 3% of our absenteeism, so it's not a big problem."*

*"Trainees really enjoy the recreation facility. They make use of it and talk about it a lot."*

*"Should be more intermingled activities to get people to mix and perhaps publicize their activities in the industries more."*

*"Continuing Education seems to have increased its activities."*

*"One of our trainee's has an afternoon off each week to take a course in Brandon."*

Observations. Although the industrial personnel feel they understand the principles and objectives of the Centre, they have limited knowledge about its operation or impact. They appear sympathetic about the intents of the program and are willing to become involved in facilitating the activities of the Centre. Such involvement appears to have been a response to requests made on behalf of individual trainees, or program staff, e.g. the alcohol education officer, rather than through an established liaison for reciprocal services.

#### Impact

Three sources of impact data were sought from the industrial personnel; an assessment of trainee work habits; perceived benefits from the Centre training; and illustrative examples of successful and unsuccessful trainees.

Industrial Personnel Assessment of Trainee Work Habits. The information presented in Table 2 indicates the weighted score of scaled items that represent trainee and Non-Indian work habits. The discrepancy between the computer scores indicates differences between the two groups.

Table 2  
Industrial Personnel Assessment of  
Trainee Work Habits

Work Habit Categories	Trainee Score	Non-Indian Score	Trainee Discrepancy Score
1. Independence	14	18	-4
2. Decision-Making	9	13	-4
3. Use and Care of Equipment	30	26	+4
4. Taking Directions	18	11	+7
5. Appearance	27	24	+3
6. Punctuality	24	17	+7
7. Self-Expression	-2	12	-14
8. Relations with Co-Workers	16	13	+3

The areas of greatest difference between trainees and other employees who have similar jobs, according to the perception of the industrial personnel, were in self-expression (-14), taking directions (+7), and punctuality (+7). The items related to self-expression indicate that: although the trainees have good basic social conversation and will discuss topics of interest; they do not engage in conversations as readily as other employees; nor discuss the job or plan what they would like to see happen on the job. The industrial personnel felt that in regard to taking directions the trainees were: more respectful of the boss; try to do better, don't pester foremen; and may even offer a suggestion to a supervisor, once they know the job well. Other employees are more eager to do things on their own, but less interested in offering suggestions about the job. In terms of punctuality: the trainees are very punctual to start work and after coffee breaks. If they are going to be late, they will tend not to come in to work until after the lunch break or take off the complete day.

Observations. The assessment of trainee work habits indicates that trainees have acceptable behaviour at work. They are more reticent than other employees as indicated by independence, decision-making and self-expression scales, but these items do not hinder their job performance. The personnel could not indicate whether or not such behaviour was influenced by the Centre.

Impact of the Centre's Programs on Trainees. Personnel were asked to indicate specific skills that had been improved by the Centre's programs. Three personnel considered budgeting improved communication and a greater acceptance of the work situation as noticeable improvements. Two personnel noted a decline in alcohol problems. Illustrative comments from the personnel included:

*"They can control their money; we no longer have to give pay advances."*

*"They learn how to live with personal sacrifice where they structure their time and activities to meet their job responsibilities."*

*" They gradually open up, become more assertive and communication improves."*

Two personnel noted that two to three months after completing Life Skills the improvements tend to slip, and questioned the long term effects of Life Skills training.

*"They show Life Skills for two to three months, then punctuality and absenteeism for fictitious reasons tends to increase."*

*"They initially meet standards, but we have to bring the coaches in to help in a few months."*

Observations. The industrial personnel note similar improvements in trainee behaviour as that mentioned by other groups. However, they question the long term

impact of these improvements. Because a large number of trainees tend to leave the Centre after a few months, the change in behaviour may indicate an increasing disillusionment with the Centre.

Examples of Trainees Judged to be Successful by Industrial Personnel. There was a large degree of consensus among the industrial personnel concerning indicators of successful trainees. The information in Table 3 indicates that trainees who remain two years (5), prove to be capable workers (5), and solve drinking problems (4), are considered successful. The opportunities provided by the Centre (10) and the ability of trainees to maximize these opportunities (4), are primarily considered the reasons for success.

Table 3  
Examples of Successful Trainees Noted By  
Industrial Personnel

Indicators of Success	# of Times Mentioned	How the Centre Helped	# of Times Mentioned
<u>Length of Stay</u>		<u>Opportunity</u>	
- completed two years	5	- to experience a life style not previously available	4
TOTAL	5	- for a place to live with a job to sort out personal problems	4
<u>Work Related</u>		- on-the-job opportunity that matched abilities	4
- good worker	5	TOTAL	12
- holds a steady job	4	<u>Personal Capability</u>	
- developed from production to a technical job	2	- good personal skills and able to maximize opportunity	4
- improved attendance	1	TOTAL	4
TOTAL	12	<u>Centre Programs</u>	
<u>Coped with Problems</u>		- Life Skills training	1
- solved drinking problem	4	- good alcohol program	1
- became alcohol counsellor	1	- coaches help with personal problems	1
TOTAL	5	TOTAL	3
<u>Personal Improvement</u>		<u>None</u>	
- showed initiative & personal ambition	2	- not sure	1
- communication improved	1	TOTAL	1
TOTAL	3		



Observations. The Centre as a whole provides opportunities for trainees who wish to improve their life style by maintaining steady jobs and overcoming drinking problems.

Examples of Trainees Judged to be Unsuccessful by Industrial Personnel. Indicators of unsuccessful trainees included absenteeism (4), alcoholism (3), and disinterest in the Centre (2). The industrial personnel attributed this lack of success to the laxity of the Centre in terminating trainees; an inability to provide alternate career options; personal irresponsibility and inadequate screening prior to job placement at the Centre.

Table 4  
Examples of Unsuccessful Trainees Noted By  
Industrial Personnel

Indicators of Lack of Success	# of Times Mentioned	Lack of Help	# of Times Mentioned
<u>Personal Problems</u>		<u>Program</u>	
- alcoholism	3	- Centre did not terminate for breach of rules	4
- left to escape marital problems	1	- program does not provide for career advancement	3
- couldn't read well enough for advancement	1	- should screen trainees before appointment to an industry	1
TOTAL	5	TOTAL	8
<u>Work Related</u>		<u>Personal Fault</u>	
- absenteeism	4	- personally irresponsible	2
- not suited or interested in the job	1	TOTAL	2
TOTAL	5	<u>Work Related</u>	
		- we should have notified the Centre about his problems earlier	1
		TOTAL	1

Observations. The industry personnel could take a more rigorous stand with trainees who break the Centre's rules. Their continued stay at the Centre disrupts others and lets trainees think they can "get away with it." Opportunities for career advancement and more effective screening for job placement were indicated to help overcome problems of absenteeism and disinterest in the job.

### Industrial Personnel Comments

General comments made by the industrial personnel indicated support for the Centre and its staff, but problems for the industries and employees if the uncertainty concerning the Centre continues.

Centre Staff. Industrial personnel (4) indicated that the staff are dedicated to the trainees, and do a good job. However, the high turnover is a problem.

*"There is genuine caring for the trainees' progress."*

*"Their turnover concerns are because it's hard to identify who to talk to, so communication breaks down."*

Centre Programs. Two comments referred to the Centre's programs.

*"It's a good program conceptually, although the size and scope could be extended."*

*"A lot of time the program is a farce because many people don't need the training."*

Industry Training Experience. The personnel felt the commitment to employing trainees should have greater benefits for the industry.

*"Trainees know they can get a job elsewhere if they get sacked, so they play both ends of the rope."*

*"I feel obliged to keep trainees longer than I would other employees."*

*"If I train them, I would like to get some production from the training."*

Industry Problems. The uncertainty of the Centre's future was noted four times as preventing long range planning and preventing personal investment in the community (3).

*"The stability of the Centre does not allow me to do long range planning."*

*"The unrest makes it extremely difficult to think of expansion."*

*"The 'hand-out' of one person management prevents people from belonging to the community."*

*"Employees are insecure if they can't own their own house."*

### Industrial Personnel Recommendations

Recommendations suggested by the industrial personnel included restructuring the programs, greater industry/Centre liaison, and program evaluation.

Program Related. Three recommendations suggested restructuring the life skill/ industrial training components although there was no consensus among the suggested alternatives.

*"The initial five weeks should be phased out at the beginning. Put the person in the work situation and then in the program so they understand the need for Life Skills."*

*"Have a week's orientation in industry, then Life Skills training, out into industry, and back to Life Skills if needed."*

*"The half-day in industry and half in class didn't work, although we should try alternatives."*

Three comments advocated more diverse career options or work experiences.

*"Not enough career options available."*

*"Almost need a non-profit cottage craft type of industry to get them used to work and teach them minimal skills."*

Centre/Industry Liaison. Five recommendations noted the need for greater liaison between the industries and the Centre.

*"Industries should have a representative on the Board of Directors. If these programs, management or industries are needed, we should have representation."*

*"Personnel manager needed on staff to interact with trainees on absenteeism."*

*"Coaches should understand the role of the industries and give the trainees more direct help."*

*"Closer liaison with the industries is needed to help resolve problems with the trainee."*

*"Industry people should go through Life Skills to learn how to deal with the clients and counsellors don't know enough about the industry - more liaison needed."*

Centre Evaluation. Two comments recommended that the LifeSkills program be evaluated in detail to recommend alternatives or improvements.

*"Need to evaluate the program and the coaches."*

*"Life Skills program analysed in detail to see if there is an alternative program that may be more effective."*





Part VIII

A REPORT OF DATA BASED ON AN ANALYSIS  
OF FINANCIAL DOCUMENTS



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Part VIII

A REPORT OF DATA BASED ON AN ANALYSIS  
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Part VIII  
A REPORT OF DATA BASED ON AN  
ANALYSIS OF FINANCIAL DOCUMENTS

Introduction

This section presents the findings resulting from an analysis of financial records and interviews with the Finance Director. Six questions were addressed. All questions related to financial issues identified during the exploratory stages of the study.

Methodology

A list of questions was prepared and submitted to the Finance Director. Several days prior to a formal interview, the Director prepared answers to the questions and submitted them to us for review. At the appointed time for the interview, questions were posed to amplify and clarify written responses. All financial statements substantiating the data were made available to CIR. To validate the results the findings were submitted with all supporting records to our accountants. They were asked to verify whether the calculations were true and accurate. The information which follows presents the answers to each of the six questions as they were reported to us and verified by our accountants.

The Findings

Other Funding Sources

The first question dealt with sources of funds for the Oo-Za-We-Kwun program. Concerns have been expressed about the viability of a program supported by one funding agent, especially in times of economic restraint. The findings reported here were summarized from a discussion of the following question:

*Is there any other potential funding sources other than the Department of Indian Affairs and Northern Development? If so, what in which areas could they contribute?*

The Director reported that additional sources of funds would be possible if the Corporation changed or broadened its mandate to include other disadvantaged

people including Non-Treaty Indians, Metis and Whites. Possible additional funding sources might be Manpower, the Secretary of State and the Province of Manitoba.

It was suggested that training seats be sold to other agencies besides Indian Affairs. This would distribute the Centre's fixed costs across several funding agents, resulting in increased educational impact for each dollar invested by each agency.

At the present time a large portion of the annual DIAND contribution goes toward funding fixed costs. According to the respondent, an additional spin-off from increased usage would be increased rental revenue. Such revenue would help off-set changing program costs associated with the increased volume.

#### Efforts Made to Solicit Other Funds

In the next question, the Finance Director was asked to comment on efforts made by the Corporation to generate additional sources of funds.

*What efforts have been made to solicit other sources of financial support?*

The Director reported that the Corporation has tried to solicit training funds from the Province of Manitoba Departments of Colleges and Universities, Northern Affairs, and Social Services, and the Federal Department of Manpower and Immigration. Correspondence with these agencies was provided to CIR by the Centre to substantiate their efforts. The Corporation applied and did receive a few grants for specific purposes such as a PEP Grant for the painting of Brooke School, a LIP Grant for the renovation of the GIS building, on-the-job training grants for staffing and summer employment grants for native youth from the DIAND.

Agencies that used the facilities during 1976/77 for workshops, courses and conferences where the Corporation provided food and lodging during 1976/77 were the Department of Indian Affairs, Parks Canada, the Department of National Defense, Health and Welfare Canada, Training Research and Development Station, the Manitoba Department of Agriculture, Edson Industries Limited, Tiger Hills School Division, Canadian Indian Teacher Education Program, the Manitoba Parks and Recreation Association, the Red Cross Society, the Dakota Ojibway Tribal Council, the Southeast Lake Winnipeg Teachers' Association and Tim-Br-Fab Industries Limited.

Agencies that used the facilities and/or staff to provide training either on or off the Centre during 1976/77 were the Department of Northern Saskatchewan, the Community Economic Development Fund, the Alberta Vocational Centre, the Northern Development Corps., the Red River Community College, the Confederation College of Applied Arts, Assiniboine Community College, the Solicitor General's Office and the Saskatchewan Indian Cultural College. In 1977/78 to date, 2,200 people have used the course and conference facilities.

Implications of Current Funding Levels on the Program

Recognizing that government agencies have recently invoked tight money policies and that the Centre might have to continue operating on limited funds, an important concern becomes the impact on the program. This was the third question discussed with the Finance Director.

*What are the implications of the current funding levels on the program and its potential impact on them?*

Because the annual government contribution towards the operation of the Centre has remained constant over the past 3 years (1975/76 to 1977/78) at \$2 million, while inflation has increased approximately 26% during the same period, the Finance Director reported that the Corporation now faces a cumulative deficit of \$280,267.15 as at March 31, 1978 (see Exhibit A). Rising fixed costs through inflation and a constant level of government contribution, in his opinion, has led to the current financial position. He reported that fixed costs are consuming more and more of the government contribution each year (see Exhibit B). During the current fiscal year, it could reach as high as 88% of the total government contribution.

The Director felt that the impact of the current level of government contribution is self-evident. If the contribution for the year April 1, 1978 to March 31, 1979 remains at \$2 million, and the Corporation is expected to eliminate its cumulative deficit with part of these funds, then the net government contribution for 1978/79 would be \$1,719,732.95, barely enough to meet its projected fixed costs. Further economy moves would be necessary. Staff would have to be reduced and services cut to a point where effective program delivery would be questionable.

The Finance Director reported that for a fourth year in a row, the Corporation has been unable to allocate any monies toward maintenance of the houses and the industrial buildings at the Centre. Other informed sources at the Centre stated that unless maintenance is undertaken shortly, costs could be two or three times greater due to the extensive repair work that will be required.

It was reported that staff reductions in the program areas, and the condition of the plant facilities might add further to the insecurity that is felt in the Corporation, in the industries and throughout the community and surrounding areas. Concern was expressed that eventually, employees will find work elsewhere, where the climate is more stable.

Income and Expenditure Patterns

It is known that costs have escalated in recent years, but have government contributions kept up to rising costs? The next question posed to the Finance Director dealt with the question of income and expenditure patterns since the beginning of the program.

*What are the income and expenditure patterns over the past few years (1971 to 1978)?*

Since the inception of the Corporation on September 1, 1971, DIAND contribution towards the operational costs for the program at the Centre has been as follows:

September 1/71 to March 31/72 (7 months)	\$ 449,042.00
April 1/72 to March 31/73	1,181,391.00
April 1/73 to March 31/74	1,433,000.00
April 1/74 to March 31/75	1,508,000.00
April 1/75 to March 31/76	2,000,000.00
April 1/76 to March 31/77	2,000,000.00
	<hr/>
	\$ 8,571,433.00

The period September 1, 1971 to March 31, 1972 was a period of "set up", with 1972/73 being the first year of actual operation. Between April 1, 1972 and March 31, 1977 government contribution increased from \$1,181,391.00 to \$2,000,000.00, or 69.3%. Over the same period, the Department of Indian Affairs budget increased 95.2% from \$284,137,000 to \$554,645,000.

During the period from inception (September 1, 1971) to March 31, 1977, the financial performance and budget control within the Corporation, in the opinion of the Director, appeared to be effective with a cumulative net loss on operation of \$40,206.00. This represented .368% on total expenditures of \$10,917,148. A statement detailing this performance is attached as Exhibit C.

It was reported that the Corporation has attempted to sustain the government contribution by increasing revenue generated internally. During the period April 1, 1972 to March 31, 1977, government contribution increased from \$1,181,391 to \$2,000,000 or 69%, while funds generated internally increased from \$118,042 to \$779,500, or 560%. It was stated that the Corporation is still continuing this practice (see Exhibit D).

The Finance Director reported that if government contribution to the Corporation had increased at the same level as the Department's own budget for the period April 1, 1972 to March 31, 1977, the contribution for 1976/77 to the Corporation would have been \$2,306,075.00 and not \$2,000,000 and the Corporation would have had a cumulative surplus of \$265,869, rather than a cumulative deficit of \$40,206. This is not saying that the \$265,869 could not have been used, but rather than go into a further deficit of that amount, the Corporation decided to curtail expenditures on physical plant maintenance. The Director stated that it has come to the point however, where monies will have to be found so that the physical plant does not deteriorate further.

In a letter to the Corporation dated June 6, 1977, Mr. P.C. Mackie, Assistant Deputy Minister of Indian Affairs indicated that the Government contribution for 1977/78 would again be \$2,000,000. The Finance Director reported that for the third

year in a row, the Corporation has had a zero growth rate in government contribution, even though inflation has increased 16.4% (9% between March 1975 and March 1976, and 7.4% between March 1976 and March 1977). Projecting a further increase in the cost of living of 9.5% between March 1977 and March 1978, the total increase would be 25.9%.

For the year April 1, 1977 to March 31, 1978 the Finance Director reported that the Corporation in its annual budget asked for an increase in government contribution of \$479,000 or 23.95%. When they were informed by Mr. Mackie that the budget would be frozen at the \$2 million level, an immediate freeze was placed on all expenditures. Houses that were budgeted for painting were not painted, several positions that were considered necessary in the program area were not filled, and replacements through attrition were not made. As a result, the Corporation has revised its request for government contribution to an amount of \$2,300,000.00, an increase of \$300,000, or 15% over the previous year.

The Finance Director reported that the above amount is considered by the Board to be the absolute minimum required to operate during 1977/78. The \$300,000 increase is required for several extraordinary expenditures and for general increases in the cost of goods and services. The carry forward of the previous year's deficit in the amount of \$40,206.00 accounts for 13.4% of the increase requested. Payment in the amount of \$50,000 for the purchase of the snow plow, which the Finance Director reported was expected to have been paid directly by the Department, accounts for 16.7% of the increase required. The price for natural gas has increased several times since inception of the Corporation, from 55¢ per MCF on September 1, 1971 to \$1.85 per MCF as at August 1, 1977, and a projected rate of \$2.00 per MCF in February 1978. This represents a percentage increase since inception of 263%. The increase in the budget for natural gas in the amount of \$100,000 accounts for 33.3% of the increase requested. The balance of \$109,794 (36.6%) of the increase requested represents increases in the cost of goods and services which the Corporation cannot cover through its own revenue generation. The Finance Director concluded by stating that the \$300,000 requested represents a minimum amount required to continue normal operations. It does not consider, nor does it permit the Corporation to carry out essential maintenance activities on the buildings and the houses at the Centre.

#### Unit Cost of Programs

Another important question concerns the cost of providing programs to individual trainees. In the next question, attempts were made to estimate the unit cost of three components of the Centre's program.

*What is the unit cost of a given program activity, e.g., Social Programs, Continuing Education, Industrial Experience (1976/77 fiscal year)?*



Social Programs (Including the Industrial Component)

The calculations of unit costs below are based on the actual number of Indian people that participated in the Life Skills Program during 1976/77 (780<sup>1</sup>) and the total number of Indian people at the Centre (including those above) during the same period (909<sup>1</sup>). There are 3 calculations for each.

1. Total fixed costs plus total direct social programs costs.
2. Total fixed costs, plus total social programs costs minus revenue generated internally by the Corporation.
3. Government contribution only.

Calculations.

1. Total fixed costs	\$ 1,605,987
Total direct social programs costs	999,061
	<u>\$ 2,605,048</u>
Less Capital Renovations	147,000
	<u>\$ 2,458,048</u>

Unit Costs<sup>2</sup>

Undiluted	\$ 2,458,048	=	\$ 3,151
	780		<u></u>
Diluted	\$ 2,458,048	=	\$ 2,704
	909		<u></u>

<sup>1</sup>Figures of 780 and 909 were provided to us by the Coordinator of Social Programs. Of the 780 mentioned here, 339 were adults (men and women) and 441 were children. Data available from other sources indicated that this total was made up of approximately 87 family units. Included in this total were individuals who passed through for a period of time and received some training in 1976/77.

<sup>2</sup>Undiluted refers only to those individuals who applied, and were accepted and enrolled in the Life Skills program. Diluted represents those who enrolled (780), plus those who lived and worked in the Industries or elsewhere in the Corporation.

2. Total Fixed Costs		\$ 1,605,987
Total direct Social Programs costs		<u>999,061</u>
		\$ 2,605,048
<u>Less Capital Renovations</u>		<u>147,000</u>
		\$ 2,458,048
<u>Less Internal revenue generation</u>		
- Industrial Rental Revenue	\$ 85,879	
- Industrial Heating Revenue	55,488	
- Commercial Rental Revenue	4,167	
- Residential Rental Revenue	315,268	
- Miscellaneous Revenue	<u>52,271</u>	513,073
		<u>\$ 1,944,975</u>

Unit Costs

Undiluted	\$ 1,944,975	=	\$ 2,494
	780		
Diluted	\$ 1,944,975	=	\$ 2,140
	909		

3. Government Contribution Only

Unit Costs

Undiluted	\$ 2,000,000	=	\$ 2,564
	780		
Diluted	\$ 2,000,000	=	\$ 2,200
	909		

Industrial Component

1. Total Direct Costs		\$ 263,136
- Job Subsidies	\$ 130,256	
- Industrial Development Costs	26,872	
- Insurance subsidies	12,035	
- Repair and Maintenance to Hangars	38,485	
- Heat	<u>55,488</u>	
	<u>\$ 263,136</u>	

Unit Costs

Undiluted	\$263,136	=	\$ 337
	780		
Diluted	\$263,136	=	\$ 289
	909		

2. Total direct costs less revenues generated from industries	\$ 121,769
Total direct cost as above	\$ 263,136
Less Revenues	141,367
	<u>\$ 121,769</u>

Unit Costs

Undiluted	\$ 121,769	=	\$ 156
	780		
Diluted	\$ 121,769	=	\$ 134
	909		

Social Programs Excluding the Industrial Component

1. Total program and fixed costs	\$ 2,458,048
Less Industrial Component Costs	263,136
	<u>\$ 2,194,912</u>

Unit Costs

Undiluted	\$ 2,194,912	=	\$ 2,814
	780		
Diluted	\$ 2,194,912	=	\$ 2,415
	909		

2. Total program and fixed costs less revenues	
Net program and fixed costs	\$ 1,944,975
Net industrial component costs	121,769
	<u>\$ 1,823,206</u>

Unit Costs

Undiluted	\$ 1,823,206	=	\$ 2,338
	780		
Diluted	\$ 1,823,206	=	\$ 2,006
	909		

Department of Continuing Education

1. Total Department Costs		\$ 382,916
<u>Unit Costs</u>	<u>\$ 382,916</u>	
	685	=
		<u>\$ 559</u>
2. Total Department Costs		\$ 382,916
<u>Less</u> Course & Conference Revenues		<u>266,427</u>
Net Costs		<u>\$ 116,489</u>
<u>Unit Costs</u>	<u>\$ 116,489</u>	
	685	=
		<u>\$ 170</u>

The Department of Continuing Education was set up as a business within a business. During 1976/77, the loss in operations was \$116,489. During 1977/78, the loss is projected to be \$60,000. In 1978/79 it is expected that this department will break even with revenues equaling expenditures.

The course participants above represent Indian participants in courses where the Department did the actual training or provided the essential services so that it could be done: Basic Management Course (19); Band Management Course (50); Board of Directors Training (5); Local Government (70); Life Skills Training (137); Custodial Training (21); Recreation Leadership (9); Basic Job Readiness Training (12); Band Constable (36); Band Economic Development Course (9); Band Clerks (11); Local Government Advisors (6); B.E.D.C. Facilitator (24); Manitoba Indian Agricultural Program (106); Custodial (Health & Welfare) (20); Canadian Indian Teacher Education Program (150); for a total of 685<sup>1</sup> course participants.

Implications for the Board of Directors

In anticipation that the Department of Indian Affairs will not provide an additional level of grant support to the Centre, the evaluation team sought information about desirable next steps for the Corporation. This issue is discussed in the next question.

*If fewer funds or no additional funds become available to support the Centre, what steps do you think the Board of Directors should take? What services should be changed? What programs, if any, should be changed? What economy moves should be made? What steps should be taken to tap other sources?*

In the opinion of the Finance Director, if fewer or no additional funds become available to support the Centre, and if the Corporation had to eliminate its cumulative deficit to March 31, 1978 through its 1978/79 contributions, the Board of Directors should recommend the Centre's closure. However, if OIANO assumed responsibility for the cumulative deficit and continued to maintain a \$2,000,000 level of contribution, then the following would occur: first, services presently offered would stay the same for program continuity and success; second, programs presently offered would continue, i.e., Life Skills Program plus those currently offered in the Department of Continuing Education; third, the Centre would seek additional economy moves. Firstly, the steam plant could be shut down and individual boilers installed in each building. A capital expenditure of 1.5 million would be required, but the potential savings over the next 10 years could be 4 million dollars (see attached Exhibit E). The 1.5 million dollars expenditure would include boiler installation, roof repair and insulation of the buildings and hangars. A further desirable move includes installation of gas and hydro meters in all houses so that the residents would be responsible for their own consumption. A capital outlay of \$500,000 is required (\$100,000 for the meters and \$400,000 for insulation of the ceilings and walls). Next, increase conference facilities at the Centre and advertise the Centre as a national conference facility. This would generate food and lodging revenue and help defray inflationary increases in the program areas. A capital outlay of \$300,000 would be required to increase the number of rooms. Finally, tap other sources. Change the mandate of the Corporation to include other disadvantaged peoples. This has been explained previously.

#### Observations

1. Funds could be obtained from other government agencies if the Centre broadened its mandate to include other disadvantaged people in addition to Treaty Indians.
2. The Centre has applied for and received grants from other sources besides the Department of Indian Affairs, but it does not appear that serious efforts have been undertaken in this regard.
3. The present financial status of the Corporation has serious implications for the quality of the programs. At March 31, 1978 the Centre had a deficit of \$280,267.15. If the DIANO contribution for the year April 1, 1978 to March 31, 1979 remains at \$2,000,000.00 and the Corporation is expected to eliminate its cumulative deficit with part of these funds, then the net government contribution for 1978/79 would be \$1,719,732.95. With fixed costs being \$1,605,987.00 for 1976/77 and perhaps higher in the coming year, it can be seen that very few funds would remain to run the programs. It is doubtful that the Centre could continue to operate the programs under such circumstances.

4. It is known that costs have escalated in recent years, yet government contributions have remained at \$2 million for the past three years (1975/76, 1976/77, 1977/78).
5. If fewer or no additional funds become available to support the programs, and if the Corporation has to eliminate its cumulative deficit to March 31, 1978 through the 1978/79 contribution, the Board of Directors should close the Centre.





EXHIBIT A  
PROJECTED CUMULATIVE DEFICIT  
AS AT MARCH 31, 1978

Surplus per Financial Statements January 31, 1978		\$ 137,732.85
<u>ADD</u> Projected revenues during February & March, 1978		135,000.00
Residential Rental Revenue	\$ 50,000.00	
Industrial and Commercial Rental Revenue	30,000.00	
Course and Conference Revenue	45,000.00	
Miscellaneous Revenues	<u>10,000.00</u>	
	\$135,000.00	
	<u>                    </u>	
<u>DEDUCT</u> Projected expenditures during February & March, 1978		(553,000.00)
Purchases	\$140,000.00	
Payrolls	325,000.00	
Accruals	23,000.00	
Natural Gas (Net of accruals)	<u>65,000.00</u>	
	\$553,000.00	
	<u>                    </u>	
Projected cumulative deficit as at March 31, 1978		<u><u>\$(280,267.15)</u></u>

NOTE Included in the projected deficit are:

- (i) Carry forward of the cumulative deficit at end of March 31, 1977 of \$40,206.00
- (ii) Purchase of a snow plow ordered by D.I.A.N.D. which the Directors believed was going to be paid by the Department directly but wasn't. This resulted in an extraordinary expenditure which the Corporation did not budget for in the amount of \$50,000.00
- (iii) Actual loss for 1977/78 in the amount of \$190,016.15. This represents an approximate 6.33% loss on total expenditures for 1977/78.

EXHIBIT B  
COMPARISON BETWEEN FIXED AND PROGRAM COSTS  
BY YEAR

YEAR	---FIXED EXPENDITURES---		---PROGRAM EXPENDITURES---		TOTAL EXPENDITURES
	AMOUNT	% OF TOTAL EXPENDITURES	AMOUNT	% OF TOTAL EXPENDITURES	
1972/73	\$ 794,247.	67.48%	\$ 382,800.	32.52%	\$1,177,047.
1973/74	936,456.	55.74%	743,505.	44.26%	1,679,961.
1974/75	1,007,617.	51.58%	945,714.	48.42%	1,953,331.
1975/76	1,337,094.	55.34%	1,111,383.	44.66%	2,488,477.
1976/77	1,605,987.	53.75%	1,381,977.	46.25%	2,987,964.

As can be seen from the analysis above, fixed expenses as a percentage of total expenditures is decreasing while the program expenses as a percentage of total expenditures is increasing.

YEAR	GOVERNMENT CONTRIBUTIONS	FIXED EXPENDITURES	FIXED EXPENDITURES OVER GOVERNMENT CONTRIBUTIONS
1972/73	\$1,181,391.	\$ 794,247.	67.23%
1973/74	1,433,000.	936,456.	65.35%
1974/75	1,508,000.	1,007,617.	66.82%
1975/76	2,000,000.	1,377,094.	68.85%
1976/77	2,000,000.	1,605,987.	80.30%

As can be seen above more and more of our government contribution is being consumed for fixed expenditures. During our current fiscal year which ends March 31, 1978 this percentage could reach 88%. Not much money remains for program expenditures.

NOTE The program costs above include both the Social Programs Department and the Department of Continuing Education

EXHIBIT C  
ANALYSIS OF ACCUMULATED DEFICIT  
INCEPTION TO MARCH 31, 1977

<u>PERIOD</u>	<u>GOVERNMENT CONTRIBUTIONS</u>	<u>OTHER REVENUE GENERATION</u>	<u>TOTAL REVENUE</u>	<u>EXPENDITURES</u>	<u>NET PROFIT (LOSS) ON OPERATIONS</u>	<u>ADJUSTMENT OF PRIOR YEARS EARNINGS</u>	<u>NET SURPLUS (DEFICIT)</u>
Sept 1/71 to Mar 31/72	\$ 449,042.	\$ 72,585.	\$ 521,627.	\$ 601,974.	(\$80,347.)	-	(\$80,347.)
April 1/72 to Mar 31/73	1,181,391.	118,042.	1,299,433.	1,177,047.	122,386.	(\$11,881.)	30,158.
April 1/73 to Mar 31/74	1,433,000.	262,280.	1,695,280.	1,679,961.	15,319.	-	45,477.
April 1/74 to Mar 31/75	1,508,000.	394,350.	1,902,350.	1,953,331.	(50,981.)	-	(5,504.)
April 1/75 to Mar 31/76	2,000,000.	531,752.	2,531,752.	2,488,477.	43,275.	(29,673.)	8,098.
April 1/76 to Mar 31/77	2,000,000.	926,500.	2,926,500.	2,987,964.	(61,464.)	13,160.	(40,206.)
	<u>\$8,571,433.</u>	<u>\$2,305,509.</u>	<u>\$10,876,942.</u>	<u>\$10,888,754.</u>	<u>(\$11,812.)</u>	<u>(\$28,394.)</u>	

NOTE

- 1) The accumulated net loss on operations from inception to March 31, 1977 was \$40,206.00
- 2) See Appendix B for breakdown of other revenue generated by the Corporation.

EXHIBIT D  
ANALYSIS OF OTHER REVENUES  
SEPTEMBER 1, 1971 TO MARCH 31, 1977

<u>PERIOD</u>	<u>INDUSTRIAL RENTAL REVENUE</u>	<u>INDUSTRIAL HEATING REVENUE</u>	<u>COMMERCIAL RENTAL REVENUE</u>	<u>RESIDENTIAL RENTAL REVENUE</u>	<u>ADULT EDUCATION REVENUE</u>	<u>MISCELLANEOUS REVENUE</u>	<u>CAPITOL MONIES FROM OTTAWA</u>	<u>TOTAL</u>
Sept. 1/71 to March 31/72	\$ -	\$ -	\$ -	\$ 22,568.	\$ 33,341.	\$ 16,676.	\$ -	72,585.
April 1/72 to March 31/73	1,078.	-	381.	67,887.	32,322.	16,374.	-	118,042.
April 1/73 to March 31/74	31,503.	15,236.	-	156,603.	40,591.	18,347.	-	262,280.
April 1/74 to March 31/75	61,192.	30,737.	-	189,491.	93,994.	18,936.	-	394,350.
April 1/75 to March 31/76	66,944.	32,813.	8,771.	252,756.	144,435.	26,033.	-	531,752.
April 1/76 to March 31/77	85,879.	55,488.	4,167.	315,268.	266,427.	52,271.	147,000.	926,500.
	<u>\$246,596.</u>	<u>\$134,274.</u>	<u>\$13,319.</u>	<u>\$1,004,573.</u>	<u>\$611,110.</u>	<u>\$148,637.</u>	<u>\$147,000.</u>	<u>\$2,305,509.</u>

NOTE:

- 1) The capital monies from Ottawa represented a once in a lifetime contribution for the renovation of the course and conference facilities at the Centre.

EXHIBIT E  
COST PROJECTION  
STEAM PLANT OPERATIONS

NOTE:

The figures for the years 1971/72, 1972/73, 1973/74, 1974/75, 1975/76, 1976/77 represent actual production costs to operate the steam plant. The figures for the next ten years, 1977/78 to 1987/88, are based on projected increases in the production costs of 10% per year. 1976/77 is used as the base year with steam production of that year being the same in the projected period. The 10% increase for natural gas could be consecutive.

PERIOD

ANNUAL COSTS

Sept. 1/71 to March 31/72

\$ 116,396.55

Natural Gas and Coal	\$ 55,383.85
Labour	40,624.70
Maintenance Supplies	4,938.88
Chemicals	2,455.36
Miscellaneous Expense	174.66
Electricity	2,488.12
Administration	10,330.98

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\$116,396.55

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April 1/72 to March 31/73

203,181.84

Natural Gas	\$ 82,937.27
Labour	84,110.55
Maintenance Supplies	9,536.67
Chemicals	3,747.09
Miscellaneous Expense	289.06
Electricity	4,468.50
Administration	18,092.70

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\$203,181.84

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April 1/73 to March 31/74

232,487.87

Natural Gas	\$108,916.86
Labour	86,735.19
Maintenance Materials	6,209.78
Chemicals	5,098.45
Miscellaneous Expense	200.77
Electricity	4,683.34
Administration	20,643.48

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COST PROJECTION

-2-

April 1/73 to March 31/74 (Continued)

\$232,487.87

April 1/74 to March 31/75

\$263,307.74

Natural Gas	\$123,138.07
Labour	96,444.06
Maintenance Materials	9,861.28
Chemicals	4,336.88
Miscellaneous Expense	126.99
Electricity	6,022.53
Administration	23,377.93

\$263,307.74

April 1/75 to March 31/76

347,385.49

Natural Gas	\$165,966.99
Labour	130,800.69
Maintenance Materials	8,258.92
Chemicals	3,654.37
Miscellaneous Expense	580.91
Electricity	7,293.16
Administration	30,830.45

\$347,385.49

April 1/76 to March 31/77

477,363.15

Natural Gas	\$283,775.66
Labour	129,214.88
Maintenance Materials	7,383.85
Chemicals	5,471.19
Miscellaneous Expense	-
Equipment Rental Costs	512.74
Electricity	8,875.07
Administration	42,129.76

\$477,363.15

COST PRODUCTION

SUMMARY

	<u>Actual Costs</u>	<u>Projected Costs</u>
1971/72	\$116,396.55	\$
1972/73	203,181.84	
1973/74	232,487.87	
1974/75	263,307.74	
1975/76	347,385.49	
1976/77	477,363.15	
1977/78		525,099.47
1978/79		577,609.42
1979/1980		635,370.36
1980/1981		698,907.40
1981/1982		768,798.14
1982/1983		845,677.95
1983/1984		930,245.75
1984/1985		1,023,270.33
1985/1986		1,125,597.36
1986/1987		1,238,157.10
	<u>\$1,640,122.64</u>	<u>\$8,368,733.28</u>

COST PRODUCTION

- 4 -

The actual cost to operate the steam plant from September 1/71 to March 31/77 was \$1,640,122.64 made up as follows:

Natural Gas	\$ 820,118.70
Labour	567,930.07
Maintenance Materials	46,189.38
Chemicals	24,763.34
Miscellaneous Expense	1,372.39
Equipment Rentals	512.74
Electricity	33,830.72
Administration	145,405.30
	<u>\$1,640,122.64</u>

The projected costs to operate the steam plant from April 1/77 to March 31. 1987 amounts to \$8,368,733.75 made up as follows:

Natural Gas	\$4,974,918.65
Labour	2,265,287.76
Maintenance Materials	129,448.10
Chemicals	95,916.39
Equipment Rentals	8,988.93
Electricity	155,582.64
Administration	738,591.28
	<u>\$8,368,733.75</u>

If the Corporation were to eliminate the steam plant and install individual heating units in each building the immediate cost savings would be:

Labour	\$2,265,287.76
Maintenance Materials	129,448.10
Chemicals	95,916.39
Equipment Rentals	8,988.93
Electricity	155,582.64
Administration	738,591.28
	<u>\$3,393,815.10</u>

Besides the direct measurable savings as outlined above there would be a savings on natural gas costs through the elimination of heat loss resulting from line loss, blow downs and trap drains offs. Based on a study done by our Chief Engineer the approximate heat loss factor is 15%.

Therefore applying this factor to the natural gas costs projected over the next 10 years the savings would amount to approximately \$746,237.80.

Therefore, the total saving would be:	Direct and immediate	\$3,393,815.10
	Implied	746,237.80
		<u>\$4,140,052.90</u>