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AN EVALUATION STUDY OF THE
BAND TRAINING PROGRAM
INDIAN AND INUIT AFFAIRS PROGRAM
DIAND

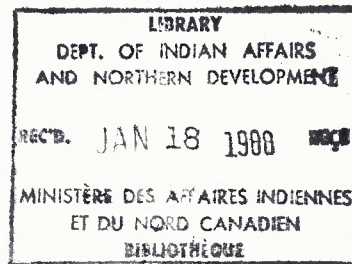
EXECUTIVE SUMMARY AND RECOMMENDATIONS

~~RESTRICTED/DIFFUSION RESTRAINTE~~

March 1983

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Prepared by
HICKLING-PARTNERS INC.
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for

Evaluation Branch
Corporate Policy
Department of Indian Affairs and Northern Development

ACKNOWLEDGEMENTS

This report would not have been possible without the extensive co-operation and support of officials from the Department of Indian Affairs and Northern Development (DIAND) and representatives from the Indian population.

Major aspects of the findings and conclusions of this report have resulted from the in-depth involvement of key personnel from the Headquarters, Regional and District offices of DIAND, as well as members of the Advisory Committee to the Band Training Program Evaluation Study.

Of major significance are the contributions of, and support from, the Chiefs, Managers and Members of the selected Bands who agreed to participate in the subject matter of this paper.

FOREWORD

The objective of the Band Training Program (BTP) Evaluation Study is to provide the Senior Management of the Department of Indian Affairs and Northern Development (DIAND) with information useful in making decisions on the future of the program.

Due to the need to address program issues as soon as possible, an interim report presenting preliminary findings and conclusions was submitted on November 30, 1982. The major focus of that initial report was the five "general evaluation questions", as defined by the Terms of Reference. In addition, this final report addresses the "specific evaluation questions" and incorporates the comments received regarding the November interim report and subsequent drafts of the final report.

EXECUTIVE SUMMARY

The evaluation of the Band Training Program is based on the assessment, entitled "An Evaluation of DIAND Training Activities", which was completed for DIAND in January 1982. The issues and questions addressed by the evaluation study were those included in the assessment and selected by the senior management of the Indian and Inuit Affairs Program. The evaluation was conducted at this time to comply with DIAND's Five-Year Evaluation Plan and to generate information required by the Treasury Board. The Treasury Board must, in the near future, make a decision regarding the extension of the Program.

Of the five options reviewed in the evaluation assessment, it was decided that the fifth option would more readily serve to meet the interests of senior management. This option focused on an in-depth analysis of a limited number of Bands (case-studies) -- identifying Bands with different management capabilities, ascertaining the training services that had contributed to the development of the Bands' management capabilities and analyzing the contribution of DIAND training in the developmental process. It was acknowledged, however, that a small number of case-studies, representing less than one percent of the total number of Bands, could not necessarily be regarded as statistically significant. Nevertheless, it was agreed that an in-depth analysis of carefully-selected case-study Bands would lead to a cross-section of findings on which conclusions could be based.

The Evaluation Study of the Band Training Program involved close co-operation between DIAND and the evaluation team. Six Bands in three Regions were visited and studied and the remaining six Regions were covered through telephone interviews in order to develop a broader national perspective. As anticipated, minimal quantitative information

on the Band Training Program was readily available; consequently, a qualitative approach, vis à vis case-study analyses, was adopted and to that end more than one hundred individuals were interviewed.

After careful consideration, it is the opinion of the evaluation team that the Department should not continue with the Band Training Program but should, instead, establish a Band Management Development Program under which training would be only one of several means available to a Band for the improvement of its management skills and flexibility, to accommodate a Band's special needs, would be retained. The weaknesses encountered in the Band Training Program attempting to do too much with too little and, consequently, not doing it very well, should be avoided in any future Program.

Any future program efforts should be guided by two principles. First, there must be a guarantee that funds allocated to the Program are actually spent on it, and second, only those activities which can be done well with available resources should be undertaken. Therefore, allocations should be categorized as "discretely funded" instead of as "all other services", as at present; this should improve control over program expenditures. In addition, the Program should be focussed to a much greater extent than at present -- vis à vis a more efficient allocation of resources to Bands and to individuals, and a better definition of program content.

Allocation of Resources to Bands:

At present, there are no comprehensive criteria for the allocation of training funds -- other than to make sure that most Bands get some allocation. Consequently, those which do not need it, get it, and those which need more, do not get enough.

Future allocations of funds to Bands should be based on an assessment of needs. Bands may theoretically fall into three groups:

- o those which are be capable of self-management without DIAND's assistance;
- o those which do not manage a significant level of funds, and will not, for many years, be ready to do so; and
- o those which may be capable of self-management in the immediate future only if DIAND provides them with adequate training and support to do so.

If there were limitless resources, one could argue that all Bands should have all their training needs satisfied. However, resources are limited and therefore it is suggested the funds be concentrated on those Bands where the marginal benefits would be the greatest, i.e. those which may be capable of self-management only if DIAND provides them with adequate training and support. These Bands are most probably already managing a high percentage of their resources.

Allocation of Resources to Trainees:

Criteria should be developed for the selection of individuals likely to become members of a highly qualified core of Indian managers and comprehensive training should be made available to them. Salary incentives, commitments to remain within the Band for a certain period of time, and the potential for career development should be considered.

Definition of Program Content:

There should be a better identification of program content and subject areas to be addressed. Based on the results of the evaluation study, the following areas should be emphasized: financial management, the administration of programs delivered by Bands, the management of natural and physical resources (i.e., community and economic development) and human or interpersonal skills.

Finally, it is suggested that DIAND consider better use of existing institutions to develop training appropriate to Indian Bands, including the delivery of extension courses to isolated communities.

At present, Bands manage approximately \$500 million (under the Indian and Inuit Affairs Program) and could potentially be responsible for \$1 billion by 1990; much can be done to improve the management of this, not insignificant, proportion of the Department's budget.

RECOMMENDATIONS

The following recommendations are submitted for the consideration of Senior Management:

- o The Band Training Program should not be extended in its present form. A "Band Management Improvement Program" is proposed instead; demonstrating a clear linkage between stated goals and those activities which can be reasonably achieved with existing resources.
- o A more comprehensive and ordered approach should be devised for the identification of Band management needs, and management improvement programs, at the Band level -- recognizing that training is but one option for meeting management needs. These "Band-level programs" should represent logical sequences of events leading to desirable goals, rather than the sporadic delivery of two-to-three day workshops.
- o There should be guarantees that funds allocated to training and management improvement efforts be indeed spent on these activities and controls be strengthened by making the allocations "discretely funded".
- o Funds should be allocated on the basis of need. Bands may theoretically fall into three groups:
 - those which are capable of self-management without DIAND's assistance;
 - those which do not manage a significant level of funds, and will not be ready to do so for many years; and

- those which may be capable of self-management in the immediate future (but only if DIAND provides them with adequate training and support) and which may be already managing a high percentage of their resources.

If there were limitless resources, one could argue that all Bands should have all their training needs satisfied. However, resources are limited and they should be concentrated on those Bands where the marginal benefits would be the greatest, i.e. those which may be capable of self-management only if DIAND provides them with adequate training and support. These Bands may be already managing a high percentage of their resources. At present, there seem to be no comprehensive criteria for the allocation of training funds, other than to make sure that most Bands gets some allocation. Consequently, those which do not need it, get it, and those which need more, do not get enough.

- o Criteria should be developed for the identification of individuals capable of becoming members of a highly qualified core of Indian managers -- and means created to attract and keep them at the Band through salary incentives, commitments, and career development potential. Incentives and eligibility requirements must go hand-in-hand -- otherwise Bands will end up with highly-rewarded managers who may or may not deserve to be in those positions.
- o The Program should make better use of existing institutions (and other training sources). At present, many institutions of higher learning are facing a shortage of students and consequent financial crises. Many would be willing to consider tailoring management training to Indian needs, including the delivery of extension courses to isolated Bands. The use of existing institutions would minimize the

initial start-up and overhead costs that would be associated with the establishment of completely new and separate organizations. It would also minimize in-house resource requirements, as purchasing the delivery of these services is likely to be more cost-effective than direct delivery by DIAND.

- o The content of training and management assistance should be focused on specific areas. The following are particularly recommended: financial management, the administration of programs delivered by Bands, the management of natural and physical resources (i.e., community and economic development) and human or interpersonal skills.

- o The Department should evaluate, as soon as possible, the adequacy of vocational training now delivered to the Bands. Vocational training, very necessary to the Bands, may be ignored because it may or may not be considered "management" training per se. It is not clear that Employment and Immigration Canada is able to meet current demands for this type of training among Indian people.

- o Finally, once Program goals and objectives are clearly and specifically defined and focused strategies established, a comprehensive management information system should be developed in order to allow for the effective monitoring and control of the Program's operations and its impacts and effects.