



Indian and Northern
Affairs Canada

Affaires indiennes
et du Nord Canada

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

AFFA

INDI

March 1983

E92
E833
c. I

Canada

E92
E833
C.1

BIBLIOTHÈQUE
AFFAIRES INDIENNES ET DU NORD

LIBRARY
INDIAN AND NORTHERN AFFAIRS

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

BIBLIOTHÈQUE
AFFAIRES INDIENNES ET DU NORD
JUL 5 1983
LIBRARY
INDIAN AND NORTHERN AFFAIRS

March 1983

Prepared by
HICKLING-PARTNERS INC.
HPI Ref. 979

for

Evaluation Branch
Corporate Policy
Department of Indian Affairs and Northern Development

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	-
FOREWORD	-
EXECUTIVE SUMMARY	i
1.0 INTRODUCTION	
1.1 Terms of Reference	1
1.2 Background	1
1.3 The Nature of Indian Band Management	3
1.4 Evaluation Objectives	4
2.0 THE BAND TRAINING PROGRAM (BTP)	
2.1 History	6
2.2 Program Goals and Objectives	7
3.0 METHODOLOGY	
3.1 Overview	12
3.2 The Case-Study Approach	12
3.3 Selection Criteria	13
3.4 Evaluation Questions	19
3.5 Interviews and Documentation Reviews	20
3.6 Site Visits	22
3.7 Evaluation Indicators	23
3.8 Constraints and Limitations	23

4.0 GENERAL EVALUATION QUESTIONS

4.1 Management Strengths and Weaknesses	28
4.2 Factors Impacting on Management Strengths and Weaknesses	35
4.3 Training Role of Organizations	39
4.4 Impact of Policy Directions	47
4.5 Resources Allocated to the Band Training Program vs Actual Expenditures	47

5.0 SPECIFIC EVALUATION QUESTIONS

5.1 Supply Related Issues	50
5.2 Demand (Needs) Related Issues	56
5.3 Resource Allocation Related Issues	60
5.4 Education Related Issues	63

6.0 MAJOR CONCLUSIONS

Appendix A: Terms of Reference	A.1
Appendix B: Band Training Expenditure Profile	A.8
Appendix C: The Band Training and Advisory Services Directorate: 1982-83 Work Plan	A.9
Appendix D: Band Training Allocations: 1981-82	A.10
Appendix E: Band Profiles	A.11
Appendix F: Specific Questions: Categorization by Issue	A.13
Appendix G: Documentation Reviewed	A.17
Appendix H: Interviewee Profiles	A.18
Appendix I: Band Training Expenditure Profile by Region/Band - 1980 to 1984	A.19
Appendix J: Sample of Training Provided to Case-Study Bands, by Source	A.20
Appendix K: Band Training: Estimated Average Allocations per Band: (1981-82)	A.22
Appendix L: Questionnaire for Selected Regional Staff	A.23

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.

1.0 INTRODUCTION

1.1 TERMS OF REFERENCE

The Terms of Reference for the Band Training Program Evaluation Study (see Appendix A) called for an examination of five general questions, (identified as nos. 1 to 5) sixteen specific questions, (nos. 6 to 21) and two education-related questions (nos. 22 and 23). However, it was recognized that the general and specific questions were not mutually exclusive, and that it would be necessary to address some of the specific questions in conjunction with the general questions. Specifically, the Terms of Reference required a discussion of the five general questions (and related issues), including initial findings, to be the focus of the November 30, 1982 report. All the questions, including the specific questions, are to be discussed in this, the final report.

1.2 BACKGROUND

The objective of the Band Training Program Evaluation Study is to provide the Senior Management of the Indian and Inuit Affairs Program in the Department of Indian Affairs and Northern Development with information that can be used to make decisions on the future of the program and facilitate program development.

Since the Department of Indian Affairs and Northern Development became committed to the principle of self-government, delineating the services basic to the assumption of self-government by Bands has been a major undertaking. Programs formerly structured to administer remedial services to Indian and Inuit people have been adapted to permit the transfer of varying degrees of administrative responsibility to Bands. Current initiatives seek to transfer managerial, as well as administrative control of programs, so that Bands are instrumental in determining their political and economic development. An essential pre-condition of such managerial control is a pool of people with the necessary skills to implement Band self-government practices.

Through its Indian and Inuit Affairs Program (IIAP), the Department of Indian Affairs and Northern Development has explored a number of ways to provide adult training. Programs were established that provided financial support to individuals for vocational skill and Band management training; that negotiated cost-shared agreements with provincial education institutions for training Indian people; that established special Indian training centres, e.g., Oo-Za-We-Kwun and more recently Indian Management Institutes; and that upgraded the training expertise of Departmental operational staff who could provide direct on-reserve training to Indian people. These means were designed to respond flexibly to the special training needs of Indian people, to ensure that cost-effective delivery alternatives were available for training and to provide training at the community level -- which is the most preferred location of training for Band members.

Currently, adult training programs are provided by DIAND through the Education, Employment and Economic Development, and Housing and Band Support directorates of the IIAP. The directorates offer community-based training in a broad range of knowledge and skills areas encompassing management, employment and community development. The organizational structures and different evolutionary histories of these directorates has led to a proliferation of training programs that may contain management-related courses.

Band training specifically designed to increase the management knowledge and skills of Indian people is the primary responsibility of the Band Training Program. The Program, authorized in 1973, has gradually acquired increasing importance as Departmental objectives for the development of self-sufficiency in Indian communities and responsible Indian government, have become priorities. The training needs of Inuit people are not covered under the Program.

Initially, the Program was organizationally located in the Program Training Division of the Economic and Social Development Directorate. It later moved with successive Headquarters reorganizations to Continuing Education Branch, Education; Band Support Branch, Housing and

Band Support and is now a separate Directorate of the Housing and Band Support Branch.

The Band Training Program as offered through the Band Training and Advisory Services (BTAS) Directorate of the Housing and Band Support Branch will thus constitute the focus for this Evaluation Study. Further details regarding the background and objectives of the Band Training Program are presented later in this report. This study is based on "An Evaluation Assessment of DIAND Training Activities" which addressed possible evaluation options, and on the BTP Evaluation Study Terms of Reference, in which the Department selected its preferred option including a limited case-study approach. This approach was selected because it offered the greatest potential for in-depth analysis. A detailed explanation of the evaluation approach taken by this project is covered in the subject documents. According to Departmental sources, resources allocated to the Band Training Program totaled approximately \$5.6 million for 1982-83 under Vote 5 and Vote 15 (see Appendix B).

1.3 THE NATURE OF INDIAN BAND MANAGEMENT

The area of management, its definition and evaluation, is one in which there is considerable controversy. In general terms, management could be defined as getting things done through people, while effectively utilizing available resources. Defining what makes a good manager depends on several very complex, culturally-based and developmental considerations. Within our own more familiar organizations, major differences in abilities and styles are often found and are necessary; for example, a good manager for a small business is not necessarily a good manager for a major corporation and, similarly, a good manager for a scientific research organization is not necessarily a good manager for a central agency.

Therefore, in attempting to understand the management of an Indian Band, a considerable degree of open-mindedness is required. In the case of Bands which have been administering their programs for, at most, ten years, and which come from entirely different backgrounds and history than other Canadians, caution is required in the application of standardized measures and indicators of managerial skills. For example,

to expect to find tight management controls and systems in a Band government which is just now learning to manage its own budget, is a fruitless task. As an aside, it is not the purpose of this report to "judge" the performance of any individual Band, nor to rank it against others in the case-study sample. Therefore, in discussing management strengths and weaknesses, the identity of a Band is irrelevant for our purposes, and it shall remain confidential.

At present, the DIAND-Band relationship is rapidly evolving and there are great variations and individual interpretations regarding accountability and responsibility. As a background to this study, the following should be kept in mind:

- o DIAND-Band relationships are in a state of transition, with Bands progressively acquiring more and more responsibilities for program management.
- o Most Bands feel they are independent local government units, and accountability to DIAND is not clear in some cases.
- o There are very few internal controls within the BTP which could generate data for this evaluation; consequently, interviews and qualitative judgements are the major sources of information.
- o Finally, to understand the Program, please refer to the 1982 BTP Audit Report. This document goes into detail regarding the lack of controls within the Program, and the consequences for adequate program management.

1.4 EVALUATION OBJECTIVES

This report:

- o outlines the evaluation methodology, its possible constraints and limitations;

- o identifies general trends in the state of Band staff management capabilities and the contribution of the Band Training Program to this;
- o addresses both general and specific evaluation questions; and
- o draws conclusions regarding the Program, as presently designed and implemented, with a view to suggesting possible changes for its extension.

2.0 THE BAND TRAINING PROGRAM (BTP)

The BTP is fully described in the Evaluation Assessment Study of January 1982, the background document for this study. This section briefly outlines the Program's history and objectives, summarizes statistics on Program activities, and updates the assessment by analysing the current National Operational Plans and the 1982/83 Work Plan for the Band Training and Advisory Services (BTAS) Directorate.

2.1 HISTORY

The Treasury Board (TB), in its 1968 Minute #683751, initially authorized the provision of financial assistance and training services to adult Indian and Inuit people. By 1973 DIAND specifically identified its intent to develop self-government skills among the Indian people, and \$700,000 was provided for Band council training. The Program was later reviewed in the Band Training Action Plan for Presentation to the Executive Planning Committee (undated), which cited inadequate standards of delivery and service, diversion of funds to other activities, a confusing mandate, and minimal co-ordination and monitoring, as the causes of ineffective delivery.

Since 1968 to the present, the Treasury Board has continually extended the Program mandate. In 1980 the reasons for these extensions were as follows:

- a) to permit various aspects of training and employability activities to be related to and integrated into programs for economic and Band government development;
- b) to improve the administrative effectiveness of the controlling terms and conditions by revising Program guidelines in consultation with Indian Bands and organizations; and

- c) to allow a clarification of the relationship between these Program services and those provided by the Canada Employment and Immigration Commission.¹

The last extension took place in March 1981, for a period of two years -- Treasury Board Minute (#775575). Therefore, during 1983 the Treasury Board would again have to reconsider the program.

2.2 PROGRAM GOALS AND OBJECTIVES

There are many sources of statements relating to the Band Training Program's goals and objectives. In this section, we summarize the goals as contained in:

- o The Band Training Guidelines
- o The Evaluation Assessment
- o The National Operational Plans 1983/84 to 1986/87; and
- o The 1982/83 Work Plan.

2.2.1 The Band Training Guidelines

The following statement on Program goals is contained in the Band Training Guidelines:

- i) to assist the Bands in the development of a local definition of Band self-government by the identification of features and elements of self-government;
- ii) to assist the Bands in the identification of skills required in the development of self-government;
- iii) to assist the Bands in the identification, implementation and evaluation of appropriate training in the process of skills development required in i) and ii).

¹ Letter from E.E. Hobbs, A/Director General, Economic and Social Development, to P. Kyba, Director, Band Training and Advisory Services: "Treasury Board Authorities for Training and Employment Programs" May 22, 1980.

2.2.2 The Evaluation Assessment

The assessment report reviewed program documentation for 1981-1982 and summarized the Program mandate as follows:

1. The major thrust of the BTP is to support Band self-government initiatives in the broadest sense by focusing on political policy, leadership, and administrative functions.
2. Identification of training needs is a responsibility of the Bands.
3. The BTP will support training delivery alternatives to include: training to individuals, regional delivery mechanisms, and access to provincial institutions.
4. The BTP will support research and development activities in support of Band self-government training.
5. The BTP will provide advice and training to staff in support of community development and devolution.
6. The BTP has a responsibility to monitor Band training activities.

The Program's general purpose, objectives, and sub-objectives were further analysed during the evaluation assessment stage and are reproduced in Table 2-A.

2.2.3 The National Operational Plan 1983/84 to 1986/87

In updating Program strategies for 1982-1983, we reviewed the National Operational Plan for 1983/84-1986/87 and the 1982/1983 Work Plan.

The National Operational Plan defines a strategy to "maintain an assertive, proactive role in support of the Departmental policy of local control of Band Training resources, professional upgrading and regional modes of delivery"; and identifies 1982-1983 objectives, as follows:

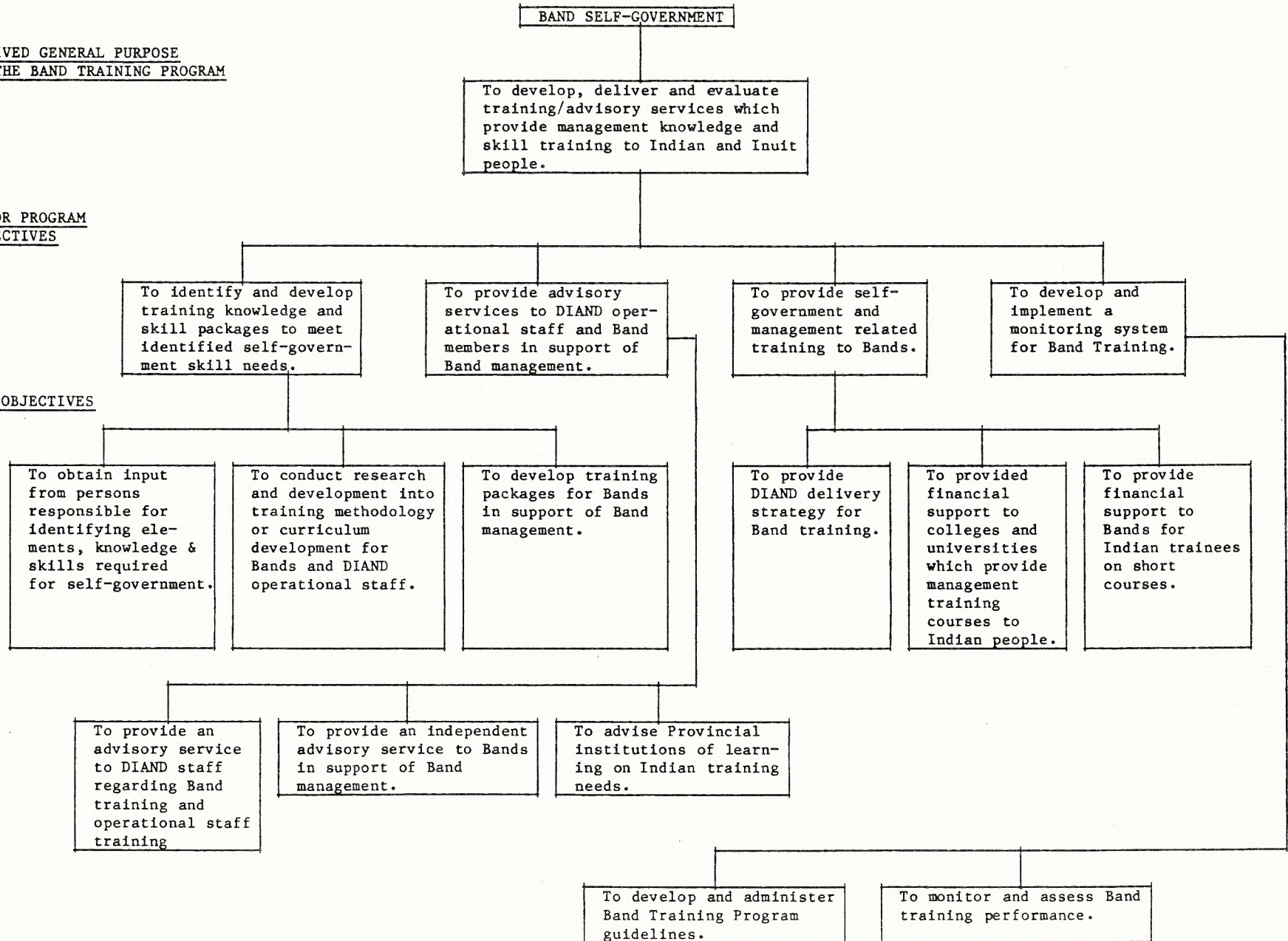
TABLE 2-A

DERIVED BAND TRAINING PROGRAM OBJECTIVES

DERIVED GENERAL PURPOSE
OF THE BAND TRAINING PROGRAM

MAJOR PROGRAM
OBJECTIVES

SUB-OBJECTIVES



- o Monitor and assess the Band Training Program in view of the affirmed policy of local control.
- o Collaborate in the operation of Indian-controlled training delivery agencies in four regions.
- o Collaborate with Bands, Tribal Councils, Associations.
- o Undertake, at the request of program managers, the development and/or delivery of staff training in Economic Development, Operational Planning and Capital Management.
- o Collaborate with regions in the rationalization of modes of delivery and administration of Band Training.
- o Develop revised Band Training guidelines to reflect an expanded target population to include general Band membership.

2.2.4 The 1982/83 Work Plan

Appendix C reviews the 1982/83 Work Plan for the Band Training and Advisory Services Directorate and allocations to major project categories. The Work Plan for Headquarter's activities states that:

- o There is a significant financial commitment to training in the area of housing, which may include technical training.
- o Training is increasingly tied to economic development projects.
- o There is an intensive use of management institutes for the development of training packages and delivery.

- o The need for a wide-spread network of provincial Indian training institutes is being assessed.

- o Innovative modes of delivering training are being explored.

3.0 METHODOLOGY

3.1 OVERVIEW

This evaluation is based on the evaluation assessment prepared for DIAND in January 1982 and entitled "An Evaluation Assessment of DIAND Training Activities". The methodologies used were the case-study approach, open-ended interviewing, and document reviews. The primary focus was the Bands -- to determine management conditions at the Band level, and the extent to which training programs have reached Band Chiefs, managers, and staff. As well, since there is considerable Band-specific documentation at Regional and District offices, staff at these offices were contacted. To obtain a national perspective of departmental opinions, telephone interviews were conducted in a total of six Regions (Alberta, Manitoba, Quebec, Atlantic, Yukon and Northwest Territories).

The selection of the case-study methodology, the number of Bands to be included in the sample group (six Bands in three Regions), the focus on the Bands, and the specific evaluation questions, were all covered by DIAND in the Terms of Reference which constitute the foundation for HPI's responsibility for this study.

In addition to interviewing DIAND staff and Indian Bands, HPI secured the co-operation of the Honourable Len Marchand, who addressed the evaluation questions in a separate paper, quoted throughout this report. Mr. Marchand was the first Indian to be appointed to the Federal Cabinet. In addition to being well-versed on all Indian issues, he has first-hand experience in the management of Indian Bands.

3.2 THE CASE-STUDY APPROACH

DIAND's rationale for the selection of the case-study methodology was based on the assumption that on-site visits would shed light on the

complexities of small, and often isolated, local governmental units. It was also based on the perception that Bands are very different from each other, due to the many Indian nations which are represented in what, to an outsider, may deceptively appear to be a homogeneous cultural group. Bands are also very different from each other in the magnitude of economic resources at their disposal, which in turn affects their ability to attract and retain staff; generally, the more economically developed a Band is, the more capable it is of attracting and retaining trained, qualified staff.

Due to time and resource constraints, the Terms of Reference stipulated that the scope of the case-study methodology would be limited to an analysis of six Bands in three Regions.

3.3 SELECTION CRITERIA

3.3.1 Regions

The study Terms of Reference stated that the BTP Evaluation Advisory Committee would select the Regions in conjunction with the consultants, and, in consultation with Regional staff, the Bands to be visited by the evaluation team. The major criteria for the selection of Regions included:

- o the presence, over the last five years, of an active BTP at the Regional level, so as to be able to identify different modes for improving future program performance; and
- o Regional variations in the share of responsibility for the administration of program funds between DIAND and the Bands.

The first criterion was met through the selection of the Ontario, Saskatchewan, and British Columbia Regions. They account, respectively

TABLE 3-A:
BAND TRAINING PROGRAM (BTP) ALLOCATIONS
(1981-1982)

Region	Percent ¹ of Program Allocations Under:		Regional Share of Total Regional Allocations
	Vote 5 [Operation and Maintenance]	Vote 15 [Grants and Contributions]	
Atlantic	.82	.18	.03
Quebec	.49	.51	.04
Ontario	.75	.25	.26
Manitoba	.04	.96	.20
Saskatchewan	.06	.94	.13
Alberta	.01	.99	.08
British Columbia	.28	.72	.19
Yukon Territory	.51	.49	.04
N.W.T.	1.00	0.0	.02
Total Regional Allocation			1.00 ²
(In dollars)			(\$2,798,905)

¹ For dollar amounts by Region, see Appendix D.

² Does not add up to 1.00 due to rounding.

for 26%, 19%, and 13% of total Regional allocations (see Table 3-A). The selection of Saskatchewan rather than Manitoba, which received 20% of total Regional allocations, was due to the presence in Saskatchewan of strong Indian management institutes as well as strong Indian control of training. The second criterion was met in that these three Regions exhibit major variations in the DIAND-Band share of responsibility for BTP funds (see Table 3-A). In Ontario, Bands are responsible for 25% of allocations under Vote 15 (Grants and Contributions), and DIAND is responsible for the remaining 75% under Vote 5 (Operation and Maintenance). In Saskatchewan, Bands manage 94% of funds, and in British Columbia, 72%.

The strategy for extending our understanding of the Program to the remaining Regions was to conduct telephone interviews with departmental personnel in these Regions. Consequently, the Yukon, Northwest Territories, Atlantic, Quebec, Manitoba and Alberta Regions were contacted. The questions asked during these interviews, and the responses received, are presented in Appendix L.

It should be noted that selecting only those Regions with an active Band Training Program introduces a bias in the study results -- particularly with respect to the responses of the six Regions covered for purposes of developing a national perspective. Also, it is important to mention that even where there isn't an active BTP in place (e.g., the Atlantic Region) Band training of some description is available from other sources.

3.3.2 Bands

The next responsibility of the BTP Advisory Committee and the consultants was to select, with the advise of DIAND Regional staff, two Bands within each of the three selected Regions. In selecting the Bands, several compulsory and discretionary factors were considered. Compulsory factors included the Bands' agreement to co-operate with the evaluation team (some did refuse), the availability of Band managers during the time of the study, and the accessibility of Bands via normal commercial travel routes. The latter criterion did not, however, preclude the selection of

remote Bands. In addition to participating in the selection of Bands, DIAND Regional staff arranged the Band visits for the evaluation team and provided us with an overview of the training provided to the Bands. However, due to the general lack of detailed information, DIAND Regional representatives were not able to provide the evaluation team with documentation covering the specific training activities taking place at the Band level

Discretionary factors in the selection of Bands included location (southern vs northern, as well as urban, rural and remote locations); economic base; whether a Band had good, bad, or typical management in the judgement of DIAND's Regional staff; whether the Band was demographically representative in terms of size, stage of development (self-government/ program administration), socio-economic conditions; and the level of training received. The Committee and consultants considered numerous qualitative factors in their selection of Bands and an intensive effort was made at understanding variations in culture, history, and experience with training -- in order to cover a cross-section of Bands. Due to the lack of Band profiles, however, it is noted that no statistical justifications can be made regarding the exact "level of representation" of the selected Bands.

Table 3-B presents an overview of the selected Bands' profiles; a more comprehensive description may be found in Appendix E.

**TABLE 3-B:
OVERVIEW OF BAND PROFILE**

TOTAL POPULATION (ON RESERVE) (1979)	LOCATION	SCHOOLS (ON RESERVE)
1,432	urban - southern	yes
334	rural - northern	yes
50	urban - southern	no
704	rural - central	no
313	rural - southern	co-op
2,434	remote - northern	yes
STAGE OF MANAGERIAL DEVELOPMENT		
	low	2 bands
	medium	2 bands
	high	2 bands

Although the six selected Bands may not statistically represent all Bands throughout Canada, they do represent a broad range of degrees of responsibilities for the delivery of services. Table 3-C shows that the case-study Bands manage from 29% to 86% of all services, as compared to a national average of 51%. Table 3-D compares the population of the selected case-study Bands with the national distribution of Bands -- size being often, though not always, a variable indicative of available human resources. For this variable, four of the six case-study Bands are among the top 15% in terms of population. Consequently, the sample selection is biased towards the "larger" Bands.

Should housing conditions serve as a proxy measure for living and social conditions in general, Table 3-E indicates that, on a national basis, 39% of occupied on-reserve houses were in need of major repairs, or replacement, as of 1977. For the six case-study Bands, this variable ranges from 12% to 71%. The median of our sample is approximately 35% (see Table 3-E) and comparable with the national average.

No doubt, the selected sample of Bands has resulted in some statistical biases. However, based on the eventual findings, it is our opinion that a true cross-section of Bands was chosen for purposes of this evaluation study.

TABLE 3-C

DIAND-INDIAN SHARE OF RESPONSIBILITY FOR ADMINISTRATION OF
SERVICE DELIVERY FOR ALL PROGRAMS
(PERCENT)
(1980)

	<u>Dept. Admin.</u>	<u>Indian Admin.</u>	<u>Other Non-Indian</u>
National	.45	.51	.04
Case-Study Bands:			
Band A	.58	.36	.06
Band B	.71	.29	-
Band C	.41	.59	-
Band D	.57	.37	.06
Band E	.41	.57	.02
Band F	.11	.86	.04

Source: "The Management Improvement Project Task 6.2", 1980.

TABLE 3-D
POPULATION STATISTICS
(1979)

<u>Population Size</u>	<u>National Distribution of Bands by Size of Population (Percentage)</u>	<u>Case-Study Bands</u>
0-100	16.6	
101-300	31.2	X
301-1000	39.1	X
1001-2000	10.3	XX
2000+	2.8	XX

Source: Indian and Inuit Affairs Program, "On Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population", 1979.

TABLE 3-E
HOUSING CONDITIONS
(1977)

Percentage of Occupied Houses Needing
Major Replacement or Repairs

National	.39
Case Study Bands:	
Band A	.31
Band B	.46
Band C	.39
Band D	.12
Band E	.71
Band F	.30

Source: Calculated from Indian and Inuit Affairs, "Housing Needs Analysis" 1977

3.4 EVALUATION QUESTIONS

The Terms of Reference posed 23 questions to be addressed during the Evaluation Study. The first five questions were identified as "general issues" to be given priority during the site visits, scheduled so as to produce timely results for the preparation of submissions to the Treasury Board. The remaining eighteen questions were identified as "tentative" and to be covered in detail during the second phase of the study. Therefore, the first five evaluation questions became the prime focus of our visit to the three Regions, the six Districts, and the six case-study Bands. However, the specific questions were also addressed.

The topics of the questions posed during the visits to the Bands were essentially identical to those in the Terms of Reference. However, the evaluation team felt it was necessary to change the wording of some of the questions and not use terminology such as "evaluation" or "strengths and weaknesses".

The first general question elicited the most productive interviewee responses, but it was posed in a manner different from the Terms of Reference, by requesting the interviewees to relate to us the changes, improvements, and areas in need of additional effort within Band management. It was during the open-ended discussion of this question that the criteria used by Indian people to evaluate the management of their Bands emerged, namely: management of human resources, community involvement, management of financial resources, planning for economic development, and community development. These criteria were stated by the interviewees themselves and merely adopted in this study report.

Telephone interviews with the remaining six Regions covered all the twenty-three evaluation questions. The interviewees were, in most cases, responsible for the management of the BTP, or in a position to have an informed opinion on the subject; their responses to a selected group of questions are summarized in Appendix L.

Not all of the 23 questions fit the Office of the Comptroller General's recommended framework for Rationale Issues, Objective Achievements Issues and Impacts, Effects and Alternative Issues. (The extent to which they may fall into one or more of these categories is indicated in Table 3-F.) Therefore, the study's strategy was to address each of the five general issues individually, and to categorize the specific (tentative) issues into the following four groups, for reporting purposes:

- o Supply Related Issues
- o Demand (Needs) Related Issues
- o Resource Allocation Related Issues
- o Education Related Issues

We found the above approach useful because there is considerable overlap among the 23 questions and grouping them facilitated discussion. For a breakdown of the questions included in each of the above four areas, and their complete text, refer to Appendix F.

Finally, in answering the evaluation questions we did not expect to find quantitative information. The 1982 BTP Audit Report had made it very clear that the chances of finding such data was very low, due to the lack of management information systems. Nevertheless, basic data such as funds spent on training on a Band-by-Band basis, and the number of courses provided to each of the case-study Bands over the last five years were requested; but, as expected, this data was either not available, provided to us only in a very sketchy manner, or based only on what the interviewees (DIAND or Band staff) could recall. The Honourable Len Marchand, whose research was conducted independently of HPI's, was also unable to find quantitative data on training provided to the Bands.

3.5 INTERVIEWS AND DOCUMENTATION REVIEWS

Interviews and documentation reviews were an integral part of the methodology used for this evaluation study. For a list of documents

TABLE 3-F:
OFFICE OF THE COMPTROLLER GENERAL GUIDELINES
CATEGORIZATION OF EVALUATION QUESTIONS

Question Number	Rationale Issues	Objective Achievements Issues	Impacts & Effects Issues	Alternatives Issues
1		X	X	
2	X			
3		X	X	
4	X		X	X
5	X			
6	X		X	
7				X
8				X
9	X			
10	X			
11				
12	X	X		
13	X			X
14	X			
15	X			
16	X	X		
17			X	
18		X	X	
19		X	X	
20	X			
21	X			X
22	X			
23	X		X	

reviewed see Appendix G. Interviews were carried out at the national level with selected personnel from Headquarters, as well as at the Regional and District levels and on-site, at the selected Bands.

Band-visit activities included an examination of available documents and interviews with Chiefs, Council members, and Band management staff. Interviews took the form of confidential, informal discussions -- with interviewees selected both by Chiefs and by the evaluation team.

In total, over one hundred individuals were interviewed, half of whom were Indian people, either at the Band level, or associated with Indian organizations. For a more detailed breakdown of interviewees see Appendix H.

3.6 SITE VISITS

Site visits included:

- o a visit to the Regional Office where we interviewed the person in charge of the Band Training Program, identified and interviewed other individuals who might be involved in training, discussed the evaluation questions, requested copies of annual Band audits, requested the BTP co-ordinator to provide a list of courses and training budgets relative to the case-study Bands, and requested needs assessment documents. We also identified and interviewed persons who would be most familiar with the two case-study Bands for that Region;
- o a visit to the District Office where we repeated our request for information on training courses and budgets, interviewed staff assigned to liaise with the Band on an ongoing basis, and discussed the evaluation questions in greater detail. At this time we received suggestions from DIAND on specific persons to contact during our visit to the Band; and

- o a visit to the Band starting with in-depth interviews with the Chief and the Band manager. They then suggested individuals to be interviewed. The evaluation team accepted some of those suggestions, and also made additional requests based on the list of names obtained from the District. A special emphasis was placed on talking to anyone who had received training, and on interviewing education co-ordinators. In the three smaller Bands, almost everyone in the Band staff was interviewed. The visits lasted approximately two days -- during which time a great degree of co-operation was provided to the evaluation team by all Bands.

3.7 EVALUATION INDICATORS

Table 3-G outlines the indicators analyzed for each of the five general questions, and for each of the categories of issues addressed in the remaining eighteen specific questions.

3.8 CONSTRAINTS AND LIMITATIONS

The selected methodology has some obvious drawbacks. First of all, only six Bands were selected from a total population of 576. In addition, the area of study -- management strengths and weaknesses and factors affecting them -- is very complex, especially within the context of an evolving Indian Band. The lack of quantitative data is another constraint forcing the use of qualitative judgements by the evaluation team. Finally, the objectivity of those interviewed could be questioned -- as Chiefs and Band managers are very close to the issues under consideration, and BTP managers are stakeholders in the decision-making processes. Nevertheless, in spite of these drawbacks, we believe the Bands to be sufficiently different from each other so as to provide us with a good understanding of management strengths and

TABLE 3-G:
EVALUATION QUESTIONS/INDICATORS

Question Number	Indicators
1 Management Strengths and Weaknesses	<ul style="list-style-type: none">o management of human resources (time in office for Chief and manager, stability);o community involvement (outreach efforts by the leadership, participation in committees);o management of financial resources (occurrence of financial crises in the recent past, improvements in Band audits);o planning for development (existence of economic development plans);o community development (implementation of economic development plans, physical improvements).
2 Factors Impacting on Management	<ul style="list-style-type: none">o variable factors (stability, level of skills, openness to change);o non-variable factors (size, location, natural resources).
3 Training Role of Organizations	<ul style="list-style-type: none">o sources of training/length of training/content of training;o changes through time in the training role of organizations;o development of needs assessments at the Band level/development of training programs at the Band level;o development and application of trainee eligibility criteria.
4 Impact of Policy Directions	<ul style="list-style-type: none">o extent to which policy documents identify target groups on which to focus training resources.

TABLE 3-G (Cont'd):
EVALUATION QUESTIONS/INDICATORS

Question Number	Indicators
<p>5 Resources Allocated to the Band Training Program vs Actual Expenditures</p>	<ul style="list-style-type: none"> o percentage of allocations actually spent on training; o identification of Band Training Program expenses in Band audits.
<p>6,8,9,10,15,19,20,21 Supply Related Issues</p>	<ul style="list-style-type: none"> o perceived impact of new training policies; o degree of current and desirable Indian involvement in the supply of training; o current and desirable roles played by Indian organizations in supplying training; o perceived adequacy of communications; o perceived correlation between the supply of training and self-government initiatives; o mechanisms for facilitating Indian control; o consideration of organizational options for program delivery.
<p>7,11,16,17,18 Demand (Needs) Relevant Issues</p>	<ul style="list-style-type: none"> o the extent to which there is an Indian strategy related to training; o the extent to which current needs are being met by DIAND; o perception on adequacy of training effort; o perceptions of effects of training on the community and on individuals; o the extent to which BTP is perceived as meeting training needs.
<p>12,13,14 Resource Allocation Related Issues</p>	<ul style="list-style-type: none"> o the extent to which BTP attracts other funding sources; o perceived advantages of discretionary versus non-discretionary allocations; o requirements for delegation of BTP funds to Bands.
<p>22,23 Education Related Issues</p>	<ul style="list-style-type: none"> o the extent of training provided to education committees; o timeliness of training to education committees.

weaknesses under a variety of circumstances. As we will discuss later in greater detail, two of the six Bands were fairly advanced in their managerial skills, two had adequate skills, and the remaining two were still in need of major management improvements.

Some biases may have been introduced in the selection of Bands and/or interviewees. For example, willingness to co-operate was a necessary criterion for Band selection and this may have directed the evaluation team away from controversial situations. Site-visits, however, revealed a broad range of management skills: at least two Bands in the sample group were in need of major management improvements, whereas the other four were making very serious attempts to manage their own affairs. This may represent a higher than average rate of Bands showing signs of improvement in their management practices. As well, the case-study Bands are larger than average in terms of population, but they represent a broad cross-section in terms of responsibility for service delivery and housing conditions.

Some bias in the selection of interviewees was unavoidable if the study was to be done at all, because incumbent Chiefs and managers had to be included in the sample and their assistance was necessary in identifying other interviewees and negotiating entry to the Band. It is understandable that they would want to present their administration in the best possible light. However, several factors contributed to control for this possible bias including the confidentiality of the interviews, the interviewing of ex-Chiefs and/or managers, and the natural candidness of many of those interviewed. In some Bands, the high staff turnover rates made it possible to discuss strengths and weaknesses of previous administrations in a more open fashion. Confidentiality was ensured through private interviews, the retention of interview files by HPI, and the present discussion of evaluation questions without identifying the Bands.

Although the focus of the evaluation was on the selected Bands, a high proportion of the interviews took place within DIAND for several reasons:

- o many Band-specific documents are found within the Department;
- o a local Regional perspective was desirable in confirming some aspects of Band history and development; and
- o the Bands were not in a position to know the answers to some of the questions which referred to DIAND operations.

4.0 GENERAL EVALUATION QUESTIONS

The five general evaluation questions require: 1) an assessment of management strengths and weaknesses within Bands; 2) an understanding of factors that impact on the management of Bands; 3) a description of the training role played by different organizations and how it may have changed over time; 4) an understanding of the impact that training policies may have on the management of Bands; and 5) a statement on the extent to which resources allocated to training are actually spent on it. For the complete text of these questions refer to the Terms of Reference, Appendix A.

4.1 MANAGEMENT STRENGTHS AND WEAKNESSES

4.1.1 Indicators

The following indicators were used in addressing this issue:

- o management of human resources (time in office for Chief and manager; stability);
- o community involvement (outreach efforts by the leadership, participation in committees);
- o management of financial resources (occurrence of financial crises in the recent past, improvement in Band audits);
- o planning for development (existence of economic development plans); and
- o community development (implementation of economic development plans; physical improvements).

4.1.2 Discussion

Our discussion of management strengths and weaknesses pertains only to the six case-studies; judgements are not absolute, but are based on our interpretation of the extent to which a Band has achieved its own potential, within its own set of circumstances as affected by a host of environmental factors. Environmental factors affecting management are addressed in our response to the second general question.

As previously discussed, the evaluation team began its field work with the questions provided by the Terms of Reference. However, it retained an open mind and allowed open-ended interviews at the Band level to bring forth criteria applicable to making a judgement on strengths and weaknesses. Consequently, the criteria implicit in the interviewee responses have been adopted by the evaluation team. In other words, the Bands' elected representatives and staff were the ones who felt that stability of Band government and managers, financial crises, physical improvements, etc. are the variables relevant to making a judgement on management strengths and weaknesses.

An overview of the six Bands, given individual variations, indicates an increasing recognition of the need for planning, community involvement, training, and basic formal education. There is also an increasing openness to outsiders and a recognized need for management improvements. The desire to control Band affairs, training included, was very high in all cases; it was accompanied by an increased awareness of the need to develop the people and the community at large. In addition, it appears that Band management staffs have, over the last five years, become better qualified.

Management of human resources was partly assessed on the relative stability of elected and appointed leaders and managers, and their time in office. Stability (time in office) was relatively high in three of the bands, and relatively low in the other three. In the most stable

Bands, Chiefs had served between four and ten years. In these cases, management and staff were also stable. A fourth Band was considered unstable because, although its Chief had been re-elected for a second term, it had had several managers over a one-year span. The remaining two Bands were also considered unstable. In one of them, the Chief and his entire staff had been in their positions for only a few months, due to a major financial crisis which caused the dismissal of the previous administration. In the other Band, the Chief's position was stable, but there had been three managers over a period of three years, and no manager at all for an entire year.

At present, one of the major management weaknesses of Bands, as reported by interviewees, is their inability to develop, attract, and keep qualified management personnel; as well, at times, favoritism displaces competence. The presence of factions within a Band was a factor contributing to a lack of stability on the part of its leadership and high turn-over rates for its managers and staff were often the consequence. Also, Band elections every two years no doubt contribute to higher turn-over rates in the leadership.

Community involvement was assessed in terms of outreach efforts by the leadership and membership participation in committees. In general, community outreach and participation in committee work were considered by the evaluation team to be good in three of the six Bands, and less than adequate in the others. In one of the more skillful Bands in this area, the manager stated that the membership was volunteering its time to community projects, and in the other two, interviewees stated that very conscious efforts were constantly made by the Chief and staff in maintaining an open-door policy and they also reported frequent membership participation in Band committees.

In the other three Bands, interviewees reported that the existence of opposing factions was leading to a general lack of community interest in Band government. We also received the impression that outreach efforts and communication need to be improved.

In three of the six case-study Bands a lack of adequate financial management skills was frequently mentioned by interviewees, and the acquisition of better skills for the management of the Band budget was the most frequently mentioned training need. The low level of budgetary management skills and the pressing needs faced by many Bands, combined with a high turn-over in staff, have resulted in the need to address short-term management decision requirement -- with little focus on the longer-term. This situation has been aggravated by a general lack of individual development of staff members as well. In spite of the need for training, there is a general lack of awareness of training opportunities and their availability. For the resolution of these problems, there still is, among most Bands, an over-reliance on DIAND; the Department is often blamed for changing the rules and confusing Band staff, and for not providing sufficient funds for community development projects.

Interviewees in three of the six Bands frequently referred to recent financial crises as a manifestation of management weakness. Although there has been some improvement in the quality of audit reports for three of the six Bands, audits were, as for most Bands throughout Canada, still qualified. However, we did not feel audits were a good indicator because Bands may be doing reasonably well and still have qualified audits -- conversely, unqualified audits are not necessarily an indication of good management.

Four of the six Bands have demonstrated planning skills to the extent that they have defined where they want to go, have gone through a planning process, and have long-term development plans. But according to those interviewed, one of these Bands is experiencing great difficulties in implementing those plans, due to a lack of financial management skills. Another three have made promising starts. One characteristic they seem to have in common is the deliberate manner in which their leaders include the membership in the planning process.

The other two case-study Bands are in the process of determining what they want to do. One of these Bands, due to its given circumstances -- isolation, small population, few on-site resources -- will be hard-

pressed to develop viable plans, and it seems to be taking the position that employment outside the Band may be the only solution. The other Band which is experiencing planning difficulties, in fact, has great potential for agricultural development -- but the plans are still in the development phase. The Band still has a tendency to rely greatly on DIAND, as interviewees frequently blamed the Department for their problems.

Community development, to the extent that plans have been implemented and various improvements have actually taken place, is another indicator of management strengths. The presence or absence of physical improvements was very frequently mentioned by interviewees. Three of the six case-study Bands have made, what they consider to be, significant improvements in this area.

One Band has cleared large tracts of land for an agricultural co-operative, implemented a pilot aquaculture project, and has begun to market its own products. Another Band has an agricultural co-operative already in operation, and a machine shop to vocationally train Band members. As well, a bridge, a new road, an excellent nursery, and a new police station are all physical manifestations of this Band's ability to implement its economic development plans. A third Band has several development projects underway including wild rice harvesting, packaging, and marketing operations; a trucking company; and the start of a fish smoking operation.

Of the remaining three Bands, one is trying to decide on a direction for its economic planning, and another has very little to show in terms of physical improvements. The sixth Band has made some tangible moves towards the implementation of development plans, but interviewees stated that inadequate financial management and internal disagreements have kept it from making significant progress.

In his paper addressing the questions of this evaluation study, the Honourable Len Marchand, stated that it was a very difficult task to identify criteria against which to measure management strengths and weaknesses, partly due to the erratic growth of administration staff and

the lack of employment standards. Among management strengths and weaknesses for Bands throughout Canada, he includes the following:

Strengths

- o staff are selected from within the community and this reduces communication problems;
- o it is now more common to see highly trained management staff;
- o large population is a strength to the extent that it will provide Bands with additional core funding; some Bands are tending to pool their resources; and
- o non-Band members may be hired for specific professional skills.

Weaknesses

- o small Bands are unable to attract personnel due to lack of funds;
- o well-trained Indian professionals may leave the Band in search of better opportunities;
- o most managers are self-taught;
- o there is a lack of training opportunities;
- o the most obvious weakness is a lack of financial management skills;

- o inability of administrators to cope with changes in program funding; and
- o nepotism and family feuds.

4.1.3 Summary of Findings

In the view of the evaluation team, the management strengths and weaknesses of the six case-study Bands may be summarized as follows:

- o Three of the Bands had low turn-over rates for their managers and Chiefs and appeared to be relatively stable; they were also, in general, the most successful ones.
- o Promising Band enterprises were beginning to emerge in these Bands.
- o Communications and community participation in Band government appeared adequate in three of the Bands; two others appeared to have major internal divisions.
- o The single greatest management weakness of Bands lies in the area of financial management.
- o Lack of physical improvements, such as poor housing, was viewed, by Indian interviewees, as a major manifestation of management weakness. Interviewees in three of the Bands often mentioned recent achievements in this area; the lack of physical improvements was repeatedly raised as a major problem in the three other Bands.
- o Three of the six Bands exhibited a very high turn-over rate for their managers. This lack of stability was mostly due to the inability to attract qualified staff, subsequent difficulties with financial management, and/or the presence of factions.

4.2 FACTORS IMPACTING ON MANAGEMENT STRENGTHS AND WEAKNESSES

4.2.1 Indicators

The following indicators were used in addressing this issue.

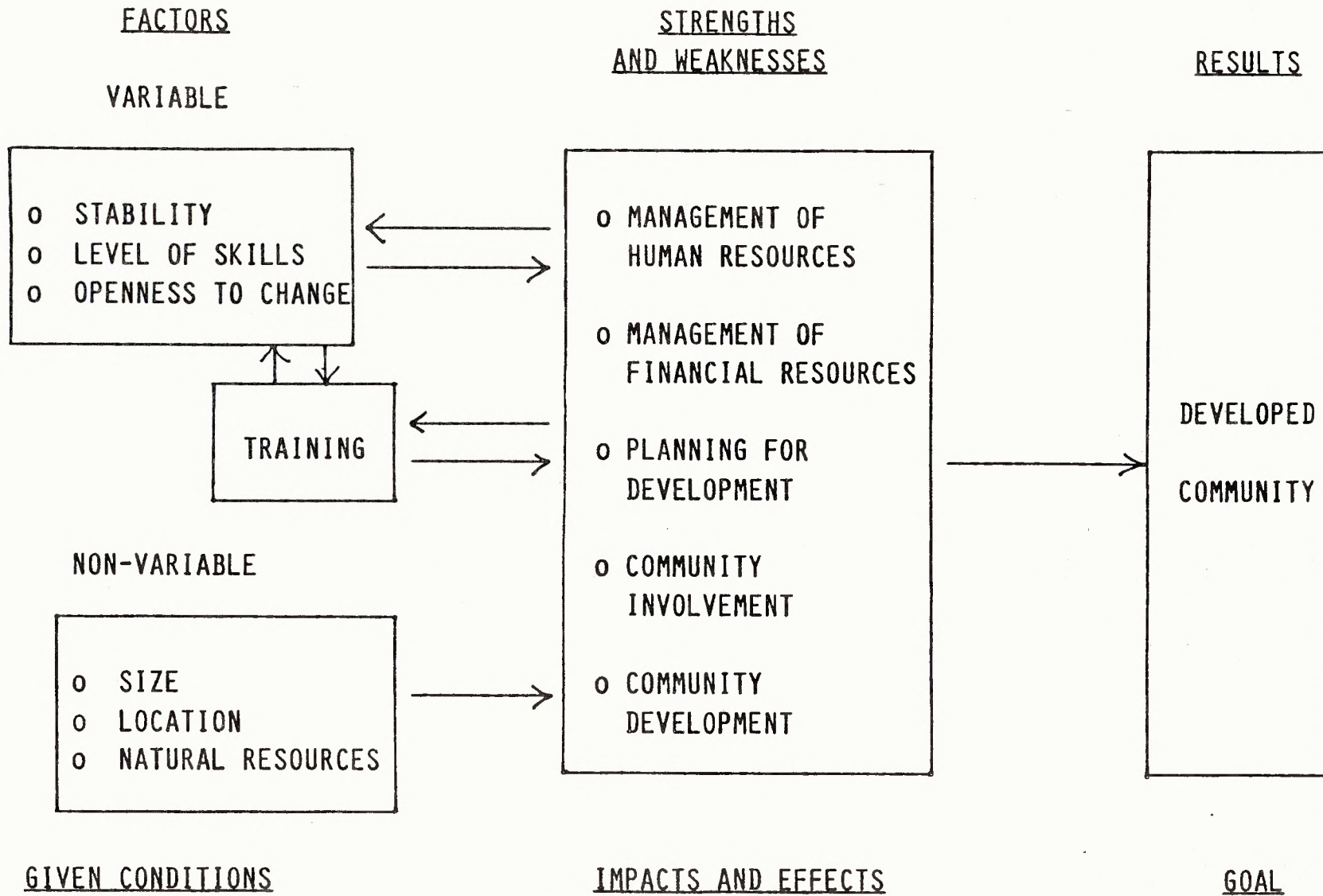
- o variable factors (stability, level of skills, openness to change);
- o non-variable factors (size, location, natural resources).

4.2.2 Discussion

Our analysis of this issue indicates that there are a number of factors, orgiven conditions, which have an impact on management strengths and weaknesses leading to the attainment of development goals (see next page). Some of these factors are very difficult, if not impossible, to change due to their nature (i.e. non-variable). These include location, size or population, and availability of natural resources. Other factors may be susceptible to change (i.e. variable) such as staff turn-around resulting from salary structures within the Band, level of staff management skills, and an openness to new ideas. Until all these factors are understood and improved, it is unlikely that steps can be taken to significantly improve the management of a Band.

Location can have a great impact on the management of a Band. The closer a Band is to an urban centre, the more likely it is to have had experience in dealing with non-Indians and non-Indian institutions -- consequently impacting on negotiation abilities (e.g., vis-à-vis the Department). Location also affects a Band's ability to retain its manpower, and to attract qualified personnel. Moreover, remoteness contributes to much higher construction costs for economic development and housing projects.

FACTORS IMPACTING ON STRENGTHS AND WEAKNESSES



The availability of natural resources is also a contributing factor vis-à-vis management strengths and weaknesses. If there are only limited natural resources -- if the fish and game are gone, or may not have commercial value, if agriculture is not possible, or it is not within a Band's tradition -- the lack of opportunities, particularly if coupled with remoteness, will make it very difficult, even for the most skillful manager, to develop an economic base. On the other hand, the presence of natural resources, especially if compatible with traditional life styles, may make a great deal of difference. One of the most successful Bands in our case-studies is one which has been able to commercialize traditional wild rice harvesting operations. The management of a Band is particularly ineffective when traditional economic activities, such as the farming of highly productive lands, have been completely abandoned.

The size of a Band -- primarily its population, but also the extent of its land holdings, the patterns of land ownership, and the control it exercises over its land -- also affects Band management. In the case-study Bands examined, it was found that the larger the Band, the more human or natural resources it has at its disposal. Smallness, if coupled with other negative factors, such as remoteness and lack of an economic base, are factors which are usually associated with weak managements.

In our sample of six, two of the Bands displaying the highest degree of stability and economic development are also the two largest Bands, both in terms of population and acreage. But another relatively large Band in the sample group evidenced a marked degree of instability and a lack of internal consensus. Could this be caused by the non-continuous nature of its land ownership patterns and physical barriers, which divide the Band into sections? Moreover, if the government of a Band has lost control of its lands due to long-standing and politically hard to reverse land leases to outsiders, or to individual Band members, it will be difficult to generate economic development through the establishment of agricultural co-operatives from which the Band, as a whole, might benefit. In this case, the contributions to a Band's economy will be limited to the value of the leasing agreements as such.

Stability, to the extent it is affected by non-competitive salary structures, is an area which could be subject to considerable improvement. Evidence of this in the six case-study Bands, includes the many Indian people obtaining university and professional educations and generally not being interested in working in a Band office -- they have better opportunities elsewhere; employment at DIAND being one of them. (Of the six Chiefs and six Band Managers which we interviewed, only three had completed college studies and one was a non-Indian.)

Moreover, since unemployment is very high in most Bands, the tendency has been to view the Band office as a means of employing as many people as possible, thereby reducing the salaries of any one individual, and making it impossible to attract qualified personnel. Salary structures, therefore, also have an impact on the level of skills available to the Band government. With very few exceptions, the skills are at a low level -- which is a particularly significant in the areas of financial management and budgeting.

Another factor affecting strengths and weaknesses is a Band's openness to exchange ideas with others within the Region. The most receptive Bands are clearly the most successful ones, and they are frequently approached by others in the area. It is significant to note that each of the six Chiefs and six Band managers interviewed had spent time outside the Band.

The acceptance of and demand for training, to the extent that we have been able to determine, begins to increase once the Band has reached a certain level in its economic planning efforts. In other words, once it has something to train for, then training may begin to have an impact -- but only as one of many factors in a management improvement process. This is a factor which may have major implications for policy formulation, the allocation of training resources, and the co-ordination between economic development and training.

The Honourable Len Marchand identifies the major factor affecting a Band's management strengths as the Indian people's desire to be masters

of their home -- while the major factor detracting from the enhancement of a Band's management capabilities is the existence of DIAND and the Indian Act, which he says "is particularly stifling to economic development by Bands".

4.2.3 Summary of Findings

In the views of the evaluation team, the factors affecting management strengths and weaknesses are:

- o The availability of economic development opportunities: lack of opportunities may cause people to leave the Bands; consequently, morale may be lowered and Band government may be affected.
- o The location of Bands: proximity to urban centres and to sources of employment have a tendency to strengthen Band government.
- o The size of a Band: smallness, particularly if accompanied by isolation, may present an insurmountable barrier to Band government.
- o Non-competitiveness of staff salaries, and a tendency to view staff positions as a source of employment: these factors detract from the Band's ability to attract and retain qualified personnel.

4.3 TRAINING ROLE OF ORGANIZATIONS

4.3.1 Indicators

The following indicators were used in addressing this issue:

- o sources of training/length of training/content of training;

- o changes over time in the training role of organizations, including DIAND;
- o development of needs assessments at the Band level/
development of training programs at the Band level; and
- o development and application of trainee eligibility criteria.

It soon became obvious that it would be very difficult to determine the training provided to the case-study Bands over the last five-years, or even in the more recent past. Due to the lack of controls and the lack of management information systems, adequate records are not maintained.

Interviews lead us to believe that most types of training sources have been tapped by case-study Bands at one time or another. The bulk of the training to Band governments, however, is provided by DIAND. It consists mostly of on-going training in the form of workshops offered several times a year by programs within the Department. While workshops offered by the Band Training Program (BTP) address management in general, other on-going Departmental training provides DIAND-specific information.

The only source of comprehensive national information that we were able to obtain on the training provided by DIAND, as compared to other sources of training funds, is included in Table 4-A. According to that information, from 1975 to 1979, Band Training supplied 77% of the training funds to the Bands, other Indian and Inuit Affairs programs provided 4%, other federal agencies 5%, provincial governments 13%, and other agencies 1%. There was, however, no explanation as to what was included in these figures.

According to interviewees and individuals who have received training in the recent past, most training takes the form of two-to-three day workshops. There is, however, some long-term management training being offered by the BTP in Saskatchewan, in co-operation with the Indian training institutes.

TABLE 4-A:
REGIONAL BAND TRAINING SUMMARY BY YEAR (1975-1979)

	Source and Amount of Contribution to Training Costs (In Dollars)					TOTAL COST
	Band Training	Other IIAP	Other Federal Agencies	Provincial Governments	Other Agencies	
1975-1976	858,453	102,307	167,525	303,234	23,084	1,454,603
1976-1977	1,696,108	38,535	106,856	439,206	14,977	2,295,682
1977-1978	1,893,360	47,788	23,471	205,085	10,766	2,180,470
1978-1979	1,332,525	109,868	76,529	3,026	20,322	1,542,270
TOTAL (75-79)	5,780,446	298,498	374,381	950,551	69,149	7,473,025
PERCENT OF TOTAL	0.77	0.04	0.05	0.13	0.01	1.00

Sources: "Regional Band Training Summary By Year"; Band Training and Advisory Services Directorate, DIAND.

Several other federal departments provide training, including management training to Bands. Other than DIAND, the Canada Employment and Immigration Commission (CEIC) was the most frequently mentioned source of management training. As recalled by those interviewed, CEIC had provided training of one kind or another to four of the six case-study Bands. This training ranged from a comprehensive three-year management training program to training in specific technical skills. On-the-job training was frequently mentioned. At first glance, this type of training would appear desirable because of the benefits of the "hands-on" approach. However, it would have to be further investigated to determine the extent to which its purpose is to provide training or merely to provide a salary subsidy.

The fact that there are several different federal departments providing training to Indian staff should not necessarily be considered a wasteful duplication of effort. The need for training is very high, and other departments may be merely filling in the gap -- but, it may be necessary to have some better coordination in order to ensure that a duplication of efforts does not occur.

A summary of the training role of organizations follows:

Training Role of Organizations*

DIAND: BTP: General management training: Consists mostly of 2-3 day workshops; there is some long term training.

Other DIAND programs: program specific training -- financial management, membership roles, virtually all DIAND programs have offered training at one time or another.

* A sample of training provided to case-study Bands by source can be found in Appendix J.

Other Government:

- o Management(CEIC)
- o Natural Resources Management (federal and provincial forestries and fisheries departments)
- o Alcoholism Treatment Centres (federal Health and Welfare)
(Mostly 2-3 day workshops; some long term)

Other:

- Colleges/Universities
- Training Institutes
- Management
- Indian Culture

Training trends change from one Region to another, and from one Band to another, depending primarily on their stage of development. The Band Training Program in the Ontario Region, for example, emphasizes workshops on human or inter-personal skills; in Saskatchewan, general management skills are focused on; while in British Columbia, since most funds have been de-centralized to the Band level, the role of training varies with each Band. Training is also being offered to school managers and administrators -- including specific skills such as bookkeeping and communication skills necessary for the management of school committees.

In our sample group, the more stable and economically developed a Band was, the greater its ability to access training resources at its disposal, including local community colleges and institutes, and to design its own programs. Moreover, the more specific development projects a Band has underway, the greater the tendency for it to go outside DIAND for training assistance. The single greatest training need of two of the more stable Bands is, at present, marketing expertise for Band products. For this purpose, they tend to go to federal or provincial departments responsible for economic development and not to DIAND.

Finally, we found the demand for training of Indian people by Indian people to be very high. However, a trainer may not necessarily be accepted just because he is an Indian, as the more advanced Bands may not accept a trainer unless he is also a recognized expert in his field.

Of major concern is the absence of management needs assessment documents for guiding Bands and organizations in the development of training programs at the Band level, as well as the lack of capability for addressing needs beyond the current year.

The following findings are also relevant to answering this issue in regards to the six case-study Bands:

- o management and training needs assessments for case-study Bands were requested, but were not forthcoming.
- o interviewees' responses have led us to conclude that eligibility criteria for trainees do not exist.
- o it is our opinion that at the level of the Band there is no Band Training Program per se because:
 - there was only sporadic delivery of the Band Training Program to the Band;
 - Bands and the BTP do not appear to consciously assess where they are today in terms of management skills and where they would like to be in the future;
 - only immediate management problems are acknowledged, and most responses take the form of short-term training programs;
 - training needs in general have not been assessed by the BTP;

- in four out of six Bands, Band Training Program expenditures were not identified as a separate item in the annual audits. Of the two Bands which did identify it, only one had actually allocated and spent funds in it. One Band in Saskatchewan did have a comprehensive and long term management training program which was developed at the Band's own initiative through the pooling of available funds from a variety of sources.

- o the evaluation team felt that training is often times an automatic response to management programs which might be amenable to a more direct or different approach.

On the training role of different organizations, the Honourable Len Marchand states the following:

- o no continuing courses are offered by any one organization in Western Canada;
- o colleges and foundations have recently sponsored developmental courses, but there are very few management courses in Western Canada;
- o the University of British Columbia has a Native Indian Teachers Education Program;
- o in Alberta, the University of Lethbridge is the only known university that sponsors an Indian Affairs type program covering Native Studies, management, and development;
- o the Federated Indian College in Saskatchewan offers many degree courses including Native Studies, management, and development;

- o except for the Federated Indian College of Saskatchewan and Alberta's University of Lethbridge, probably no other post-secondary institution offers the types of courses that would facilitate community management needs on a continuing basis.

4.3.2 Summary of Findings

In the view of the evaluation team the training role of organizations for the six case-study Bands may be summarized, as follows:

- o Bands avail themselves of a number of possible sources of training that they are aware of; but it is, in most cases, up to the Band to find out about such training opportunities on their own.
- o Most training is, according to Departmental sources, provided by DIAND-BTAS. However, much training by other DIAND programs may be taking place which is not identified as such.
- o With a few exceptions management training can be characterized as short-term efforts to meet short-term needs.
- o The lack of management and training needs assessments, sporadic and infrequent delivery of program to the Bands, apparent lack of eligibility criteria, and merging of BTP funds with other categories of expenditures in annual Band audits lead us to believe that there is no Band Training Program, as such, at the level of the Bands.
- o There are very few Band management programs within post-secondary institutions in Canada.
- o Our perception of changes in the training role of organizations indicates that as Bands become more developed

they tend to look at economic development agencies as sources of development funds and, as an adjunct, training funds. Lesser developed Bands, however, may not be capable of exploring beyond the Department -- their needs are not identified or they may not know where the opportunities are. This fact has consequences for DIAND's potential role as co-ordinator and broker of training information.

4.4 IMPACT OF POLICY DIRECTIONS

The Director responsible for the Band Training Program provided the evaluation team with a copy of a working paper that contains what might be regarded as elements of a new policy. However, due to its preliminary form, we do not consider it appropriate to comment on it at this time.

4.5 RESOURCES ALLOCATED TO THE BAND TRAINING PROGRAM VS ACTUAL EXPENDITURES

4.5.1 Indicators

The following indicators were used in addressing this issue:

- o percentage of allocations actually spent on training; and
- o identification of Band Training Program expenses in Band audits.

4.5.2 Discussion

From the information provided to us by the Department (see Appendix B), it appears that allocations for the Band Training and Advisory Services Directorate for 1980-1981 amounted to \$2,693,200 with expenditures of \$2,758,245. Comparable figures for 1981-1982 are \$4,381,400 in allocations, and an estimated \$4,364,533 in expenditures. Throughout the years, the share of funds allocated to Headquarters has ranged from 28% to 35% of total funds. In addition, DIAND statistics (see Appendix D)

show that during 1981-1982, 60% of Band Training funds went to the Bands under Vote 15 -- Grants and Contributions.

From the above information, it would appear that allocations to the Band Training Program are spent on training. (There is a difference of nearly \$400,000 between regional allocations and expenditures for 1982-83, but figures for that fiscal year may not yet be final.) However, we are not certain as to the precise meaning of the above figures, and the extent to which they represent the actual delivery of training, since they are bound to include items which may or may not have been directed to the improvement of Band staff management skills. There are also some difficulties in trying to make comparisons between allocations and expenditures regarding those funds directly under Band control (60% as of 1981-1982), since training was often not identified as a separate item in the annual Band audits (in four of the six case-study Bands), but was merged with other expenditures, such as Band administration or economic development programs.

To the extent that we have been able to determine from interviews, the BTP funds for the two Ontario Bands are controlled by the District; according to the Region, these dollars are spent on training. In Saskatchewan, one District has retained control of BTP funds because previous experience indicates that if transferred to Bands, training funds may be spent on other areas. In the other Saskatchewan District, the Band has control of all its funds, and although from audits it was not possible to determine training expenditures, this Band is engaged in very extensive training activities far beyond those which could be financed by BTP funds. In British Columbia, Bands control a very high percentage of the BTP funds. One of these Bands was using most of such funds for acquiring specific skills required by economic development projects; another claimed not to have spent BTP funds prior to 1982-83, and audits seem to confirm that statement.

The Honourable Len Marchand, in his paper, comments: "The BC Regional Office cannot identify the amounts of funds spent on training, or the

types of courses sponsored". The evaluation team found this to be the case not only in British Columbia, but in other Regional offices as well.

4.5.3 Summary of Findings

From the information provided to us by DIAND it appears that most of the BTP allocations are actually spent on the program. The major differences between allocations and expenditures took place during 1982-83 at the Regional level, but figures for the last fiscal year may not yet be final. The main problems we have with interpreting the financial data are:

- o its quality (there are few BTP controls, so how accurate can the available data be?); and
- o its level of aggregation which makes it impossible to determine how much is going into actual delivery.

Several interviewees remarked on the high percentage of resources which are taken up by travel, but data obtained through DIAND did not factor out this category of expenditure. The situation is aggravated by the merging of BTP funds with other expenditures in annual Band audits, which makes these documents, supposedly the most reliable source of information for a Band's financial position, useless in this case.

5.0 SPECIFIC EVALUATION QUESTIONS

5.1 SUPPLY RELATED ISSUES

5.1.1 Indicators

These issues (for complete text of pertinent questions refer to Appendix F) were addressed using the following indicators:

- o perceived impact of new training policies;
- o degree of current and desirable Indian involvement in the supply of training;
- o current and desirable roles played by Indian organizations in supplying training;
- o perceived adequacy of communications;
- o perceived correlation between the supply of training and self-management initiatives;
- o mechanisms facilitating Indian control; and
- o consideration of organizational options for program delivery.

5.1.2 Discussion

Interviewees were generally not aware of the existence of a Band Training Policy, or new policy initiatives, and were therefore unable to comment on its impact. However, several interviewees were willing to comment on what they would like to see in a new policy including a clearer definition of the role of the BTP, means to share existing Indian management skills across Canada, means to address the critical need for vocational training (a very frequently heard comment during our field

visits), recognition of the training needs of the urban Indian person, and ways of retaining trainees within the Band.

The role that individual Bands and Indian organizations currently play in training varies widely from nil to very active, as indicated by the degrees of Indian participation described below. The trend is for Indian organizations and a minority of Bands to move into a leadership position. The following degrees of participation were mentioned by interviewees:

- o A District Tribal Council advises Bands and DIAND and, in some cases, manages training funds.
- o A Council of Indian Chiefs reviews training materials and appoints a Director of Adult Education.
- o An Indian Band Training Advisory Committee develops policy on training methods and delivery.
- o A Union of Indian Bands actively takes the leadership for the development of training strategies.
- o A Region where, in the opinion of training staff, Bands only initiate training when crises arise.
- o Three of the six case-study Bands actively pursue training opportunities.

However, interviewees stated that most of the above-mentioned advisory councils, committees, etc., were still in the initial learning stages, familiarizing themselves with planning and training concepts. Some of the DIAND staff interviewed considered advisory committees, in themselves, to be training opportunities.

There seems to be a consensus among Departmental interviewees that Bands and Indian organizations should assume the leadership role for the

management of Band Training initiatives; it is just a matter of when and how. Statistics for 1982-1983 allocations show that three Regions (see Appendix D) have already de-centralized over 90% of Band Training Program funds to Bands. Nationally, 60% of BTP funds have been de-centralized.

Attitudes among Regional staff fluctuate between a wish for the immediate transfer of responsibilities to the Bands because "they will only learn by doing", to a more guarded approach where delegation takes place under certain conditions and is phased over several years. Interviewees stated that in some instances, direct transfer had not worked well because of two reasons:

- o funds were lapsed; and
- o funds were used for other purposes.

DIAND interviewees perceived a correlation between the level of training and the extent to which Bands undertake self-management initiatives. However, we believe that training is not so much generating good management as good management is generating training. This happens in all types of organizations; it is the more progressive managers who emphasize training for their staff. Indian Bands are no different. On the other hand, the impact that training may be having on good management is very difficult to determine because of the many other factors (as discussed in Section 4.2) which affect management capabilities.

Regarding the role that Indian organizations should play in training, there were several additional points made by Regional staff. One of them is the possibility that Indian organizations might act as a focus for training funds from all sources, federal, provincial, etc., playing a role that DIAND may be unable to assume on its own. One interviewee expressed some concern with the possibility that Indian organizations may become another level of bureaucracy between available resources and individual Bands.

No major communication problems were raised by the BTP Regional staff in reference to their counterparts in the Districts other than to point out a lack of District reporting to the Regions, partly due to the absence of BTP staff at the District level. However, their responses to other questions indicate that there is little or no co-ordination between the BTP and other DIAND training. On this point, we may add that the BTP has very few staff at both Regional and District levels; this may, on its own, ensure a greater leadership role for Indian Bands and organizations. While relations are adequate in most instances, communications between DIAND and Indian Bands and Indian organizations is an area in need of continuous maintenance and improvement.

Current modes of delivering training were discussed above under Section 4.3, for the case-study Bands. In internal discussion papers the BTAS is now discussing future viable delivery options; they may be summarized as follows:

- o DIAND retains responsibility for delivery and negotiates with Bands and Tribal Councils.
- o Training is offered through post-secondary institutions.
- o Indian institutes deliver training in affiliation with established institutions.
- o Indians negotiate with established institutions to determine needs, and these institutions deliver training.

However, it is our understanding that the above options are still under consideration and a final policy on delivery of training is not yet available.

The Honourable Len Marchand's views concerning these issues included the following:

"A strategy for training in the Indian Affairs department is not evident.

"Band training policies must be developed and implemented by the Indian people themselves.

"Traditional organizations should have a major role in policy development at the national level. The role of Regional organizations should be somewhat similar in function to the national organization but in no way have anything to do with their administration. Tribal and Area Councils should be charged with the major responsibility of developing and implementing policies along with the Band councils. The Band council is where Band training must originate. It is this organization that must administer and implement programs.

"Communications between the regional staff, bands, and regional organizations has been very poor or non-existent to say the least. The Regional Training Co-ordinator verified that there are virtually no lines of communication between programs or departments within the Regional Office. Each program seems to be doing their own thing in relation to training.

"There is a very definite relationship between operational staff training and increased self-government initiatives by Bands.

"Training funds from the national budget should be disbursed to regions. From the regional budget, training funds should be allocated to the district at which level the district councils or tribal councils could decide upon the priorities for training. This should be done through a five year plan which would permit serious discussion with post-secondary institutions."

Since the Honourable Len Marchand felt that "a current management structure for Band training is somewhat non-existent and non-identifiable", he expressed some difficulties in discussing the provisions that BTP makes to permit increased Indian control of the program.

5.1.3 Summary of Findings

- o There is no new BTP policy; any comments as to its impact would be purely speculative.
- o The current Indian involvement in training varies from active to non-existent. Many Indian advisory committees for training are still in the learning stages.
- o The desirable Indian involvement is, in the opinion of interviewees and the evaluation team, one of leadership -- with DIAND having an advisory, co-ordinating role.
- o Interviewees expressed, and we perceived, a correlation between training and self-management initiatives. However, no cause-effect relationships can be demonstrated.
- o DIAND is encouraging the establishment of a mechanism to facilitate Indian control, such as committees and advisory boards. One characteristic of the BTP which encourages Indian control is minimal staffing at Regional and District levels.
- o While the communication between BTP Regional and District staff might be adequate, the co-ordination between BTP and other DIAND training is in need of major improvement.

5.2 DEMAND (NEEDS) RELATED ISSUES

5.2.1 Indicators

Demand (needs) related issues (refer to Appendix F for complete text of pertinent questions) were addressed using the following indicators:

- o the extent to which there is an Indian strategy in regards to training;
- o the extent to which current needs are being met by DIAND;
- o perceptions on adequacy of training effort;
- o perceptions of effects of training on the community and on individuals; and
- o the extent to which the BTP is perceived as meeting training needs.

5.2.2 Discussion

The results of interviews lead us to believe that most Bands do not have a specific strategy for identifying training needs. It appears that, with some exceptions, the majority of Indian organizations and Bands are only now beginning to familiarize themselves with planning in general, and planning for training in particular. Although the BTP, in program documents and operational plans, identifies a training strategy, DIAND Regional interviewees did not feel there was a clear strategy statement. The following is a sample of remarks, from DIAND Regional staff, on the existence of an Indian strategy for training:

"there is no articulated strategy now under development";

"DIAND does not have a training strategy, therefore, it will be up to Indians to develop one";

"do not have one; it is all at a moment's notice";

"to ask DIAND for help";

"for many Bands, planning is just now beginning to get into their repertoire";

"to equip themselves to identify their needs".

With regard to the six case-study Bands, we may say that one of them had a fairly well developed training strategy; two had a fair idea of what their needs were; and three had not, as yet, taken a serious look at this area. We derived this conclusion from interviews and the level of training that was taking place, but were unable to locate management or training needs assessment documents at the Band level. In general, training needs are identified in relationship to specific economic development projects and the skills required for their implementation, not from the standpoint of Band staff and their professional development needs. A senior Regional manager agreed that, in his Region, the BTP did not make any sense unless viewed from the perspective of economic development projects. In addition, Regional responses on the extent to which DIAND has been able to meet training needs seem to indicate that the Department has been primarily responding to demands, as expressed by Bands, on an ad hoc basis, and not based on a comprehensively developed training plan. According to DIAND, available resources are considered adequate, in that demands arising from the Bands are generally met. However, an "expressed" demand for management training in the two case-study Bands, which in our opinion needed it the most, was almost non-existent.

Site visits and telephone interviews indicated that many of the expressed needs for training are very task oriented, and not concerned with the more creative aspects of management, such as leadership or planning. This is a fact that reflects the tendency to formulate training requests in conjunction with specific economic development projects vital to the Band's future. A consequence of taking this understandable, but narrow,

approach is that management training requests are either tied to specific projects, or emerge as the result of crisis situations. However, some Bands have, through the years, managed to acquire basic skills and are now prepared to demand training in mid-level management areas. The extent of current training as delivered to case-study Bands was discussed under the General Evaluation Questions of this report.

Training, DIAND BTP staff stated, may have an impact on the individual and on the community; it increases self-confidence and may, if concentrated on one individual, eventually increase performance. However, with the exception of some Saskatchewan programs, BTP consists of mostly short, isolated training experiences dealing with short-term needs.

Impact on the community, as reported by interviewees, may increase awareness and articulation of needs, and individual participation in the political process. However, BTP training at the Band level appears to be too insignificant to have a lasting impact on the community; it is only when this source is consolidated and co-ordinated with other funding sources that an impact on the community may be reasonably expected. At the Band level, there is no BTP program as such and no BTP long-term plans for training and development.

An important difference to keep in mind when considering community versus individual training needs is that while training for management is the need of Band staff, and university education is the most frequently expressed training need of individuals (primarily for their personal benefit), vocational training is potentially the most significant, both in terms of impact on the individual and on the community at large. Vocational training, however, was not the focus of this evaluation, although the need for this type of training was raised by many interviewees both in DIAND and with Bands.

Finally, it is not our perception, nor that of many interviewees, that the BTP is having a significant impact on the improvement of management skills at the Band level, and the lack of controls makes it impossible to determine whether demands are being met. Resources are limited and too many tasks have been undertaken simultaneously. Consequently, not enough resources appear to have been translated into the actual delivery of training. In addition, BTP funding varies widely from year-to-year making it very difficult to develop any long term plans.

In addressing the question of demand/need for management training, the Marchand paper states:

"...though Band members are encouraged to attend vocational and adult education courses, a priority is given to university education...

"...the demands for band training are not met at any level. The amount of money set aside disappears into the funding of many other discretionary programs operated by Bands. From inquiries throughout B.C., it is evident that Band training demands are not met anywhere. [The Regional BTP co-ordinator] is having a very difficult time determining not only how much money was spent but who attended the courses and what type of course was given.

"There is little or no training undertaken by headquarters, regional, district, Band and other agencies.

"The perceived effects of Band training upon individual Band members and the community are very positive. The objective is to create opportunities so individuals with families can support themselves.

"The existing BTP is almost non-existent and contributes very little to meeting the Band's management needs."

5.2.3 Summary of Findings

- o Interviewees led us to believe that most Bands do not have an articulated strategy for training; only two of the case-study Bands had a fairly well-developed training strategy.
- o The most developed Bands probably know how to meet their needs with minimal DIAND assistance. In general, however,

we did not receive the impression that Departmental efforts meet training needs to any significant extent.

5.3 RESOURCE ALLOCATION RELATED ISSUES

5.3.1 Indicators

Resource issues (refer to Appendix F for complete text of pertinent questions) were addressed using the following indicators:

- o the extent to which the BTP attracts other funding sources;
- o perceived advantages of discretionary versus non-discretionary allocations; and
- o requirements for delegation of BTP funds to Bands.

5.3.2 Discussion

According to interviewees, there is a tendency to pool BTP funds with those available from other sources, and to cost-share with other Departments. It appeared that in some of the case-study Bands there were more training resources from, for example, Employment and Immigration Canada than from DIAND. CEIC was providing on-the-job training to the manager in one Band, and was engaged in long-term management training involving the entire staff in another. The fact that Bands have BTP funds that they can contribute to joint efforts is viewed as a factor in attracting other sources of training funds.

Within DIAND, training is provided through the BTP program and through other Departmental programs responsible, for example, for financial management, membership status, or the administration of natural resources. All these efforts appear to take place independently from each other, and with little or no co-ordination.

The terms "discretionary" and "non-discretionary" are no longer used by DIAND. They have been replaced by three categories of allocation: "mandatory", "discretely funded", and "all other services". BTP allocations were previously in the "discretionary" category, and are now under "all other services".

Interviewees felt that at least some of the BTP funds, should be locked into a category which would guarantee their expenditure on training. Many felt that, in the past, BTP funds have been raided by other programs due to the discretionary nature of the funds, but even more importantly, due to BTP's low profile, as compared to other competing priorities. However, it was felt that the program could not be made non-discretionary nor mandatory under the new terminology because this would necessitate amending the Indian Act. Regional staff felt that moving it from "all other services" to "discretely funded" was a more feasible approach to give the program a higher profile and still leave Regional Directors the flexibility they require in negotiating with the Bands on a day-to-day basis. The consequences of this change would be a tightening of program guidelines, better evaluation, and more accountability.

Views varied widely on the conditions which should be met by Bands before BTP funds are delegated to them. They ranged from none at all, because "they will only learn by doing", to the establishment by Bands of a certain degree of credibility to include:

- o the availability of instruments to identify training needs;
- o the presence of personnel to facilitate training;
- o showing an ability to meet needs in a businesslike manner;
and
- o means available to evaluate results.

Bands with extremely poor audits, some felt, should not have BTP funds available to them. As previously discussed, some Districts had delegated

BTP funds to some Bands, but later reversed their position due to what they perceived to be inadequate management.

Regarding resource related questions, the Marchand paper suggests that:

"In general, Band funds do not attract additional resources, but CEIC will cost-share certain types of training which is very helpful.

"Band training should be made a non-discretionary allocation. The only argument in favour of leaving training funds discretionary is that it permits Bands to use these funds for higher priority programs when they see fit.

"Before funds are allocated to a Band for training purposes the Band should be required to develop a plan showing course content, instructors, budget and source of funds, along with a final report upon completion of the course."

5.3.3 Summary of Findings

- o BTP funds may attract other funds; CEIC, in particular, depends on a Band's initiative to work out cost-sharing arrangements.
- o The interviewees and the evaluation team are of the opinion that BTP should be moved from the "all other services" to the "discretely funded" allocation. The advantages are a better chance that the funds will actually be spent on training, and that better controls will be established.
- o The evaluation team believes that the Bands should meet some minimum requirements before BTP funds are delegated to them -- including a demonstrated capability to manage the programs already under their jurisdictions and to produce acceptable audits.

5.4 EDUCATION RELATED ISSUES

5.4.1 Indicators

Education related issues (refer to Appendix F for complete text of pertinent questions) were addressed using the following indicators:

- o extent of training provided to education committees: sources of training, is it suitable?
- o timeliness of training to education committees: where does training fit in when Bands are prepared to take over their schools?

5.4.2 Discussion

The extent of training provided by DIAND in assisting Indian education committees with the management of Indian schools was specifically investigated in the three case-study Regions. However, only three of the six case-study Bands were involved in school management. The extent of training, according to Departmental staff, ranged from very comprehensive to minimal. One Region outlined its training program (as funded by BTP and other sources) for school committees as follows:

- o making the community aware that the Band was preparing to assume control of its school;
- o doing an in-depth analysis of what was already in place, and of what was needed;
- o establishing a management system, and training management staff;
- o training management staff in planning, policy and administration, and facilities maintenance skills; and

- o making the Band aware of the importance of contractual arrangements to comply with financial, legal, reporting, evaluation requirements, etc.

However, this example seems to be an exception; two out of three Regions felt training for the management of education was minimal, not timely, and not followed-up after Bands had actually taken control of their schools. Apparently the training that takes place at the start is not continued long enough to allow the staff to become familiar with the process.

DIAND does not emphasize education-related training for Bands not in control of their own schools, or where a province is responsible for school management -- even though Indian children may constitute a major proportion of the student population and Indian people may sit on school committees. However, even in such cases where a province is responsible, training might be necessary. This issue came up in two of the case-study Bands where Chiefs and managers identified their membership in school committees as one of their major achievements, apparently acquired only after a long and difficult struggle for acceptance; they were still facing considerable opposition. In one case, the Band was not planning to gain complete control because of possible friction with their non-Indian neighbours. They were, however, actively working on curriculum modifications, but were handicapped in their role as school committee members because of their lack of experience in committee work. According to the Vancouver District, requests for training in communications, the management of meetings, etc., most often come from Bands involved in school committee work.

5.4.3 Summary of Findings

- o The extent of training provided to school committees varies depending on the Region, but it appears that Regions taking

a comprehensive approach to this type of training are in the minority.

- o Most interviewees felt that training of school managers was not timely, and that no follow-up was provided to deal with subsequent problems.

- o Communications skills appear to be critical to any Indian person involved in school committee work, whether or not the Band controls the school, or is merely a member in the committee of a provincially controlled school.

6.0 MAJOR CONCLUSIONS

Major conclusions resulting from the Band Training Program Evaluation Study are as follows:

- o As presently administered, it is unlikely that the Band Training Program is meeting the needs of the Indian people. With a few exceptions, management training can be characterized as short-term efforts to meet short-term needs. The lack of management needs assessments, training programs at the Band level, and the lack of trainee eligibility criteria is undermining effective use of available resources. Too much has been attempted with too little -- leading to a general lack of focus in program design and implementation.
- o The Department does not have an articulated training strategy. To a certain extent, there has been an abdication of responsibility by DIAND: the Department says that it is up to the Indian people to develop a strategy, but it is obvious that most Bands are not in a position to assume this responsibility.
- o Financial data available from the Band Training and Advisory Services Directorate seems to indicate that funds allocated to the BTP are spent on that Program. However, interview results raise questions as to the extent to which such figures are an accurate reflection of reality. As well, the level of expenditures, which actually reach the Band in the form of direct delivery of training, is unknown.

- o There is no consistency in the level of BTP support received by individual Bands. In four of the six case-study Bands BTP funds were not identified as a separate item in annual Band audits. Also, estimated regional expenditures per Band for 1981/82 show extremely wide variations from approximately \$900 per Band for the Atlantic Region to \$12,000 per Band for the Yukon Territory; there is no documented explanation for this variation.
- o The ability of a Band to manage its physical resources, housing and land, is of major importance in determining its sense of self-worth and achievement. Band members point at physical improvements -- or their absence -- as a manifestation of either good or bad management.
- o DIAND's statistics show that there is a very broad range in the percentage of services delivered by the Bands themselves. For the six case-study Bands the percentage of services under Indian administration ranged from 29% to 86%. However, BTP funds do not seem to be allocated to Bands in any way proportional to their share of responsibility.
- o In addition to the Band Training Program, there are several public and private sector sources available for meeting the various training requirements of Indian Bands. These include universities and colleges, Indian institutions, federal and provincial departments and agencies, and private sector organizations (e.g., professional associations and institutes). Despite these alternatives, it appears that BTP administrators are attempting to meet all Band demands, by being all things to all people. Although there is no substantive evidence to suggest an overwhelming degree of overlap and duplication, greater use of alternative training sources and improved coordination of efforts (especially

among federal departments and agencies) would more effectively meet the needs of Indian people.

- o The general lack of comprehensive data regarding the Band Training Program makes it difficult to effectively monitor and control its operations and impacts and effects. Furthermore, the Program's goals and objectives are not sufficiently clear and specific to allow for the establishment of focused strategies.

APPENDICES

APPENDIX ABAND TRAINING PROGRAMEVALUATION STUDYTERMS OF REFERENCE**INTRODUCTION**

It is current Treasury Board policy (Circular No. 1977-47, TB NO. 751995) that federal government programs be subject to an objective evaluation with respect to their "effectiveness in achieving their objectives and the efficiency with which they are being administered". This policy is elaborated upon in the Guide on the Program Evaluation Function issued by the Office of the Comptroller General.

An evaluation study typically follows an evaluation assessment, the pre-planning phase of the evaluation exercise, and using the materials developed during the assessment, concentrates on those issues identified in the assessment and included in the evaluation terms of reference.

In general, an evaluation study includes the following tasks:

- a) the development of a work plan/data analysis plan that relates indicators to specific issues, and outlines the data used to build the indicators, and data collection methods;
- b) the design and pre-testing of data collection instruments;
- c) the collection, preparation and analysis of data on each of the issues specified in the terms of reference;
- d) the formulation of conclusions and recommendations on each of the issues specified in the terms of reference;

- e) the development of an evaluation study report that outlines the evaluation issues, methodology applied, assumptions and constraints, and that details the findings, conclusions and recommendations, including the identification of resource implications; where applicable.

BACKGROUND

To support the principle of Band self-government, the Department of Indian Affairs and Northern Development has sought ways to transfer varying degrees of administrative responsibility to Bands.

Of the various techniques used -- life skills training, on-the-job training, occupation skills training, adult education and Band training -- the evaluation assessment completed in February 1982 concentrated only on the Band Training Program as being specifically designed to increase the management knowledge and skills of Indian and Inuit people.

Started in 1973, the current activities of the Band Training Program are directed towards supporting human resource development at the Band level and the development of a pool of leadership and management expertise. This direction supports the principle of Indian control over Indian Affairs and the desire of Bands to have direct access to training services. Current resources allocated to the program total \$7 million with an additional \$12 million requested for the next five years.

For the purposes of this study, training is defined as those formal activities/processes supported by the Department to provide specific skills and knowledge related to management and leadership for Bands and support of Indian Band government.

EVALUATION STUDY

Based on the evaluation assessment, an evaluation study will be conducted of the role of training support services, including training directly provided by DIAND, in Band management development. The purpose is to

provide Senior Management of the Indian and Inuit Affairs Program, DIAND, with information that can be used to facilitate training policy and program development. Starting from the definition of training, the study will identify the role of support and training services that have had the greatest utility for developing the management capabilities of Bands, and ascertain the relative contribution of DIAND training in this development process.

The results of the evaluation will be used at three levels: national, regional and band. To ensure that the needs of each level are met, the contractor will be expected to examine in detail a minimum of six case studies, as well as Band training in general. The case studies, representing a minimum of two Bands in each of three regions, will be selected by the Advisory Committee in conjunction with the contractor to ensure that the sample is representative.

The following issues are to be addressed by the study. It is recognized that the general and the specific issues are not mutually exclusive and that it may be necessary to address some of the specific in answering the general questions.

GENERAL

1. What are Bands' management strengths and weaknesses and how have they changed during the last five years? (This involves identifying criteria against which to measure.) In particular, what has been the stability of specific Bands' management groups, especially amongst more highly trained personnel?
2. What factors contributed to, or detracted from the enhancement of Bands' management capabilities during the last five years?

3. What was the role of different organizational groups (e.g. DIAND, other federal departments such as DREE, CEIC, Secretary of State, the provincial governments, private foundations such as Donner, community colleges and universities) in enhancing management development.

What training services were utilized by Bands with different management capabilities and how has this changed over time?

- (a) What training had been obtained from which agency?
- (b) How did this training relate to the development of management skills?
- (c) To what degree did training services facilitate community management needs?

In particular, this issue should address the question what training is directly attributable to DIAND in both its training and its co-ordinating roles?

4. Since the assessment was undertaken, there have been changes in policy direction, which must be taken into account in the present study. To what extent do current DIAND training programs and policy directions contribute to the Bands' management training needs? How will the recent changes in DIAND policy influence band training in general?
5. What percentage of the resources allocated to Band Training are actually spent on the program and how are they spent?

Discussion of these five questions including initial findings will form the focus of the interim report, due November 30, 1982.

SPECIFIC (TENTATIVE)

6. What is the anticipated impact of the Band training policy document upon BTAS Branch functions, Regional structures and functions and Indian participation at Headquarters and Regional levels?
7. What is the strategy of Indian people for responding to their management needs?
8. To what extent are Indian people involved in the DIAND strategy for Band training?
9. What should be the role of Indian organizations and Bands in providing Band training?
10. What is the role of other agencies that obtain Band training funds in providing Band training?
11. To what extent are the demands for Band training at the Headquarters, Regional and District levels met?
12. What additional resources are attracted by Band Training funds?
13. Should Band training funds remain a discretionary allocation? Is there a basis for making the allocation non-discretionary?
14. Under what conditions could an increased proportion of Band training dollars be distributed to Indian people?
15. What is the adequacy of communication procedures between Regional/District training personnel and Bands, Indian organizations and other agencies?

16. What is the extent of training undertaken by Headquarters, Regional/District offices, Bands and other agencies? In particular, how sufficient/adequate is the level of effort relative to the scope of the problem?
17. What are the perceived effects of Band training upon the individual participant and the community?
18. To what extent are the Bands' management training needs met by the BTP?
19. Is there a relationship between operational staff training and increased self-government initiatives by Bands?
20. Does the current management structure for Band training permit increased Indian control of the program?
21. What are the organizational options for the future delivery of Band training?

During discussion of the work plan and the interim report, the Advisory Committee in conjunction with the contractor will determine the emphasis to be placed on the specific issues set out in the terms of reference and the approaches to be used in dealing with them.

In addition, some education-related issues that impinge on Band training are to be addressed:

22. Where in practice does Band training fit in when a Band is preparing to take on control of its school and where should it fit in? Are there, for example, crucial points when training would be most effective for an education committee?

23. Is the training provided via DIAND's Band Training Program adequate to meet Band requirements? Is it suitable to what is required, and timely? What other sources for training (or funding for training) are used?

Throughout the study, the evaluator should examine the training of education committees to determine whether the conclusions and findings relative to Band training also apply to Band education. The answers to questions 22 and 23 will meet some of the information needs of DIAND education staff concerning Education Committees and Boards.

EVALUATION APPROACH

The study will be carried out in accordance with the following schedule:

June 30, 1982	contract to begin
July 23, 1982	work plan due
August 27, 1982	discussion of design and pre-testing of data collection instruments
November 30, 1982	interim report due
February 28, 1983	draft final report due
March 31, 1983	final report to be submitted to principal contact.

The contractor will be expected to meet with the Advisory Committee at the following milestones:

1. to discuss work plan
2. to discuss design and pre-testing of data collection instruments
3. to discuss interim report
4. to discuss draft final report
5. to present final report.

Additional progress/monitoring sessions may be required, as well as a presentation of the final report to I&IA Program Senior Management.

APPENDIX B

BAND TRAINING EXPENDITURE PROFILE

REGIONAL DATA			1980 /81		1981/82		1982/83		ESTIMATES
REGION	# OF BANDS	TOTAL POP.	ALLOCATION	EXPENDITURE	ALLOCATION	EXPENDITURE	ALLOCATION OPER. PLAN	ACTUAL BUDGET	BAND TRAINING REGIONAL BASE
ATLANTIC	29	11,879	\$ 33,500	\$ 47,647	\$ 64,000	\$ 26,335	\$ 72,100	\$ 64,000	\$ 134,000
QUEBEC	39	32,125	43,800	104,200	205,900	90,533	250,400	122,500	180,900
ONTARIO	115	70,206	303,900	211,500	411,000	416,800	475,800	345,000	NIL
MANITOBA	59	47,333	361,500	389,938	669,500	650,000	749,400	669,500	669,500
SASK.	68	48,304	332,700	400,000	331,900	369,900	450,800	489,300	659,500
ALBERTA	41	38,339	151,300	176,960	216,000	450,000	245,600	150,000	150,000
B.C.	194	57,295	578,600	687,000	558,100	536,800	1,300,600	1,084,300	1,628,900
YUKON	16	3,353	100,000	15,000	308,000	191,000	262,500	232,000	232,000
N.W.T.	14	7,903	23,000	44,000	61,000	70,113	68,700	61,000	61,000
H.Q.			764,900	682,000	1,556,000	1,563,052	2,025,000	2,025,000	2,025,000
TOTAL	575	316,737	\$2,693,200	\$2,758,245	\$4,381,400	\$4,364,533	\$5,629,500	\$5,242,600	\$5,740,800

Source: BTAS, Department of Indian Affairs and Northern Development.

APPENDIX CTHE BAND TRAINING AND ADVISORY SERVICES DIRECTORATE:
1982-83 WORK PLAN

<u>Project</u>	<u>Proposed Allocation</u> (<u>\$000's</u>)
Administrative	20.45
Housing	288.80
Management Institutes	322.80
Needs Studies for Indian Management Institutes	172.10
Economic Development Projects	499.10
Remote Learning	85.00
Training of Trainers	109.00
Canadian Executive Overseas Domestic Program	300.00
Indian Business Assistance Program	220.00
Other	<u>185.00</u>
	2,202.25*

* Different data sources provide slightly different totals for that year.

APPENDIX DBAND TRAINING ALLOCATIONS: 1981-82FUNCTION CODE: 7004

<u>REGION</u>	(Operation and Maintenance) <u>Vote 5</u>	(Grants and Contributions) <u>Vote 15</u>	<u>Total</u>
Atlantic	\$ 59,780.41	\$ 13,845.20	\$ 73,625.61
Quebec	51,621.37	53,573.00	105,194.37
Ontario	546,152.42	185,060.55	731,212.97
Manitoba	24,206.98	539,561.23	563,768.21
Saskatchewan	23,377.69	346,552.78	369,930.47
Alberta	13,907.14	223,000.00	236,907.14
British Columbia	152,528.01	384,278.61	536,806.62
Yukon Terr.	63,606.51	60,679.00	124,285.51
Northwest Terr.	58,174.65	-	58,174.65
Headquarters	<u>760,622.50</u>	<u>802,430.27</u>	<u>1,563,052.77</u>
Total	\$1,753,977.60	\$2,608,980.72	\$4,361,958.32
Percentage of Total	0.40	.60	1.00

Source: As submitted by DIAND to the evaluation team.

APPENDIX E

BAND SUMMARY

BAND PROFILES

	WALPOLE ISLAND	PIC HERON BAY	HOPE	LYTTON	COWESSESS	LAC LA RONGE
Band Population (12/79)	1,432 on-reserve 449 off-reserve	334 on-reserve 73 off-reserve	50 on-reserve 98 off-reserve	704 on-reserve 1,309 off-reserve	313 on-reserve 1,004 off-reserve	2,434 on-reserve 350 off-reserve
Area (12/80)	39,267 acres of land 18,000 acres of marsh, water	770.4 acres	1517.6 acres	14,778.4 acres	29,533.9 acres	107,005 acres
Community	Urban	Rural	Urban	Rural	Rural	Remote
Economic Base	-Band farm: 2600 acres -Commercial Operations: 2 stores, tourist camping, arts and crafts shop, guide fees, lease payments and hunting and fishing permit sales -provides revenues of over \$1 million annually	-Natural resource activities include fishing and trapping however currently used personally and not commercially -Potential exists for reserve to support local business (i.e. laundromat, firewood service, gas station)	-Band campsite -Band Farm Co-operative	-Spin-offs from in-town businesses, seasonal agricultural jobs -Potential for agriculture, tourism, forestry, commercial operations -Does not have overall plan for future economic development	-Tourism -Golf Course	-Wild rice -Fish smoking -Trucking -Trapping
Main Sources of Employment	Band Programs Construction Hunting Fishing Agriculture	Parks Canada Pulp and Paper Industry C.P Rail	Seasonal Logging Jobs	Lytton Indian Band Lytton Lumber Ltd. CNR CPR Highways Dept.	Band Programs	Band Programs

APPENDIX E (Continued)

BAND SUMMARY

BAND PROFILES

	WALPOLE ISLAND	PIC HERON BAY	HOPE	LYTTON	COWESSESS	LAC LA RONGE
Unemployment Rate (estimates)	60-80% (estimate Sept.81)		53% of on-reserve			75%
Band Government i) Structure	Chief Band Manager 12 Council Members 10 Committees 50 Band Staff	Chief Band Manager 4 Council Members 4 Committees 15 Band Staff	Chief Band Manager 3 Council Members 3 Band Staff	Chief Band Manager 10 Council Members 17 Band Staff	Chief Band Manager 6 Band Staff	Chief Financial Advisor 12 Council Members 97 Band Employees
ii) Band Administered Funds Vote 15 (G&C)	\$1,048 K	\$429.4 K			\$652 K	\$3,600 K
Percentage of Lands Administered by the Band	-	-	-	-	-	-
Housing On-Reserve	332 units 108 need repairs 43 need replacement	62 units 5 need repairs 3 need replacement	16 units 10 need repairs 2 need replacement	105 units 13 need repair 18 need replacement	82 units 25 need repairs 12 need replacement	252 units 54 need repairs 27 need replacement

APPENDIX FSPECIFIC QUESTIONS: CATEGORIZATION BY ISSUEA. ORGANIZATIONAL (SUPPLY) ORIENTED

6. What is the anticipated impact of the Band training policy document upon BTAS Branch functions, Regional structures and functions and Indian participation at Headquarters and Regional levels?
8. To what extent are Indian people involved in the DIAND strategy for Band training?
9. What should be the role of Indian organizations and Bands in providing Band training?
10. What is the role of other agencies that obtain Band training funds in providing Band training?
15. What is the adequacy of communication procedures between Regional/District training personnel and Bands, Indian organizations and other agencies?
19. Is there a relationship between operational staff training and increased self-government initiatives by Bands?
20. Does the current management structure for Band training permit increased Indian control of the program?
21. What are the organizational options for the future delivery of Band training?

APPENDIX F (Continued)SPECIFIC QUESTIONS: CATEGORIZATION BY ISSUEB. NEEDS (DEMAND) ORIENTED

7. What is the strategy of Indian people for responding to their management needs?
11. To what extent are the demands for Band training at the Headquarters, Regional and District levels met?
16. What is the extent of training undertaken by Headquarters, Regional/District Offices, Bands and other agencies? In particular, how sufficient/adequate is the level of effort relative to the scope of the problem?
17. What are the perceived effects of Band training upon the individual participant and the community?
18. To what extent are the Bands' management training needs met by the BTP?

APPENDIX F (Continued)SPECIFIC QUESTIONS: CATEGORIZATION BY ISSUEC. RESOURCE ALLOCATIONS ORIENTED

12. What additional resources are attracted by Band training funds?
13. Should Band training funds remain a discretionary allocation?
Is there a basis for making the allocation non-discretionary?
14. Under what conditions could an increased proportion of Band training dollars be distributed to Indian people?

APPENDIX F (Continued)SPECIFIC QUESTIONS: CATEGORIZATION BY ISSUED. EDUCATION RELATED

22. Where is practice does Band training fit in when a Band is preparing to take on control of its school and where should it fit in? Are there, for example, crucial points when training would be most effective for an education committee?
23. Is the training provided via DIAND's Band Training Program adequate to meet Band requirements? Is it suitable to what is required, and timely? What other sources for training (or funding for training) are used?

APPENDIX G

DOCUMENTATION REVIEWED

- o Operational and Work Plans
- o Various "Communications" Regarding BTP
- o BTP Audit Report (1982)
- o Individual Band Audit Reports
- o Reports on Native Training Institutes
- o Data Fact Sheets for Six Bands
- o Demographic Reports on Native People
- o Band Training Expenditure Summaries
- o Band Training Workshop Reports
- o Headquarters Files
- o Band Training Guidelines

APPENDIX HINTERVIEWEE PROFILES

DIAND REGIONS AND DISTRICTS	# OF PERSONS INTERVIEWED:
<hr/>	
Training	11
Education	5
Economic Development, Environment, Planning	5
Financial Management	3
Social Services	1
Other (Reserves & Trusts, District - Managers, Field Staff)	7
Ottawa	10
TOTAL	42
<hr/>	
BANDS	# OF PERSONS INTERVIEWED:
<hr/>	
Chief (includes Former Chief)	7
Band Manager (includes Former Band Manager)	7
Band Council Member (Also attended a Band Council Meeting)	4 (plus)
Education	3
Economic Development, Planning	5 (plus)
Finance	5
Social Services	7
Other (Housing, Membership, Outreach, Secretary, Editor)	5
Other Indian People	10
TOTAL	53
<hr/>	
OVERALL TOTAL	106 (plus)

APPENDIX I

BAND TRAINING EXPENDITURE PROFILE BY REGION/BAND - 1980 TO 1984

REGIONAL DATA		1980/81		1981/82		1982/83 (Estimates)		1983/84 (Projections)	
REGION	# OF BANDS	TOTAL REGIONAL EXPENDITURES	<u>ESTIMATED²</u> MEAN EXPENDITURES PER BAND	TOTAL REGIONAL EXPENDITURES	<u>ESTIMATED²</u> MEAN EXPENDITURES PER BAND	TOTAL REGIONAL EXPENDITURES	<u>ESTIMATED²</u> MEAN EXPENDITURES PER BAND	TOTAL BAND TRAINING REGIONAL BASE	<u>ESTIMATED²</u> MEAN BAND TRAINING REGIONAL BASE
	(1)	(2)	(2/1)	(3)	(3/1)	(4)	(4/1)	(5)	(5/1)
Atlantic	29	\$47,647	\$1,643	\$26,335	\$908	\$64,000	\$2,207	\$134,000	\$4,621
Quebec	39	\$104,200	\$2,672	\$90,533	\$2,321	\$122,500	\$3,141	\$180,900	\$4,638
Ontario	115	\$211,500	\$1,839	\$416,800	\$3,624	\$345,000	\$3,000	NIL	---
Manitoba	59	\$389,938	\$6,609	\$650,000	\$11,017	\$669,500	\$11,347	\$669,500	\$11,347
Saskatchewan	68	\$400,000	\$5,882	\$369,900	\$5,440	\$489,300	\$7,196	\$659,500	\$9,699
Alberta	41	\$176,960	\$4,316	\$450,000	\$10,976	\$150,000	\$3,659	\$150,000	\$3,659
British Columbia	194	\$687,000	\$3,541	\$536,800	\$2,767	\$1,084,300	\$5,589	\$1,628,900	\$8,396
Yukon	16	\$15,000	\$938	\$191,000	\$11,938	\$232,000	\$14,500	\$232,000	\$14,500
N.W.T.	14	\$44,000	\$3,143	\$70,113	\$5,008	\$61,000	\$4,357	\$61,000	\$4,357
H.Q. EXPENDITURES		\$682,000	N.A.	\$1,563,052	N.A.	\$2,025,000	N.A.	\$2,025,000	N.A.
TOTAL	575	\$2,758,245	\$4,797²	\$4,364,533	\$7,590²	\$5,242,600	\$9,118²	\$5,740,800	\$9,984²

1. Calculated by Hickling-Partners Inc. from the Band Training Expenditure Profile provided by BTAS (see previous Appendix B, in this report).
2. Calculated by dividing the Total Regional Expenditures as reported by DIAND, by the number of Bands.

APPENDIX JSAMPLE OF TRAINING PROVIDED TO CASE-STUDY BANDS, BY SOURCE

SOURCES	TRAINING
Band Training Program	<p><u>Short Term:</u></p> <ul style="list-style-type: none"> human resource development communications organizational development financial management school administration housing programs (management and construction) <p><u>Long Term:</u> 3-year Saskatchewan training program (DIAND-Indian training institute)</p> <ul style="list-style-type: none"> administration of national resources (BC)
DIAND - other than BTP	<p><u>Short-Term:</u></p> <ul style="list-style-type: none"> financial management social services management of membership status capital programs management welfare administration <p><u>Long Term:</u> natural resources management</p>
Other Government Departments	<p><u>Short Term:</u></p> <ul style="list-style-type: none"> band management training (primarily CEIC)

APPENDIX J (Continued)SAMPLE OF TRAINING PROVIDED TO CASE-STUDY BANDS, BY SOURCE

SOURCES	TRAINING
Other Government (continued)	financial management (CEIC) housing training (CEIC) fisheries management (Federal/provincial fisheries departments) forestry management (Federal/provincial forestry departments) <u>Long Term:</u> upgrading management of alcoholism training centres (Health and Welfare) CEIC 3-year management program CEIC 10-month management training program
Other Institutes/Firms	<u>Course Work:</u> Indian culture management training capital programs management

Source: As recalled by interviewees. Interviewees, however, were not able to clearly differentiate as to the 'source of funds' and there is some ambiguity on this point.

APPENDIX K

BAND TRAINING: ESTIMATED AVERAGE ALLOCATIONS PER BAND

(1981-82)

REGION	NUMBER OF BANDS	VOTE 5 (Operation and Maintenance)	VOTE 15 (Grants and Contributions)
Atlantic	29	\$2,061	\$ 477
Quebec	39	1,324	1,374
Ontario	115	4,749	1,609
Manitoba	59	410	9,145
Saskatchewan	68	344	5,096
Alberta	41	339	5,439
British Columbia	194	786	1,980
Yukon Terr.	16	3,975	3,792
Northwest Terr.	14	4,155	---

Note: Estimated from Appendix D and numbers of Bands in each Region, as provided by DIAND.

APPENDIX L

QUESTIONNAIRE FOR SELECTED REGIONAL STAFF

<u>QUESTION</u>	<u>RESPONSE</u>			
	Strongly Disagree	Disagree	Agree	Strongly Agree
1. The more educated Band members do not usually work for the Band government.		1	6	
2. There is a great need for specialized Band management training.		1	2	4
3. There is a clear Departmental policy for the implementation of the Band Training Program.	2	3	1	
4. There seems to be fewer financial crises today than there were five years ago.	2	5		
5. It would be very difficult to determine which training courses were provided to which Bands over the last five years.		3	3	1
6. Band Training funds managed by DIAND are usually spent on training.		1	5	1
7. There is no way of telling whether Band Training funds allocated to the Bands are actually spent on training.	1	4		1
8. It is uncertain whether the Band Training Program, as currently administered, is effectively meeting the needs of the Indian people.	1	3	3	
9. There seems to be a lack of management needs assessments at the Band level.			5	2
10. DIAND maintains information on the training courses the Band Training Program provides, on a Band-to-Band basis.		2	5	

APPENDIX L (Continued)

QUESTIONNAIRE FOR SELECTED REGIONAL STAFF

<u>QUESTION</u>	<u>RESPONSE</u>			
	Strongly Disagree	Disagree	Agree	Strongly Agree
11. There is no management information system for DIAND's Band training effort.		2	3	
12. DIAND, in co-operation with the Bands, develops Band training programs for each Band.		4	3	
13. The Band Training Program is composed of isolated courses designed to meet short-term training needs.		1	5	1
14. DIAND maintains information on the training courses it provides to each Band.		2	4	1
15. There is a fairly good understanding by DIAND of training needs for each Band.	1	1	5	
16. The Band Training Program is based on identified Band management needs for each Band.		1	5	
17. Each Band has a Band training program spanning several years into the future.	1	4	1	1
18. Band management staff have over the last five years become somewhat better qualified.		1	6	
19. The Band Training Program has been very effective in identifying and responding to the needs of the Bands.	1	1	5	
20. Band staff turnover rates have been reduced over the last five years.		3	3	

APPENDIX L (Continued)

QUESTIONNAIRE FOR SELECTED REGIONAL STAFF

<u>QUESTION</u>	<u>RESPONSE</u>			
	Strongly Disagree	Disagree	Agree	Strongly Agree
21. The Band Training Program funds allocated to Bands are actually spent on training.	1		5	
22. There has been very little improvement over the last five years in the Bands' ability to manage their own budget.	1	3	3	
23. Band staffs are today as unstable as they were five years ago.	1	4	2	
24. The basic skills required for Band management are generally different from those required for other organizations.		3	3	
25. Band staff have become somewhat more stable over the last five years.		1	5	1
26. The quality of Band audits has tended to improve over the last five years.		2	4	1
27. Salary incentives for keeping qualified management staff with Band government can be very effective in improving Band management.		1	2	4
28. There are clear eligibility criteria for Band management trainees.	1	5	1	
29. The Band office is usually viewed as a source of employment for Band members.		1	5	1
30. The Band Training Program has made a major contribution to the training of Band members responsible for the management of Band schools.	1	1	2	

APPENDIX L (Continued)

QUESTIONNAIRE FOR SELECTED REGIONAL STAFF

<u>QUESTION</u>	<u>RESPONSE</u>			
	Strongly Disagree	Disagree	Agree	Strongly Agree
31. Band training needs could be very effectively met by existing educational institutions.	1	2	3	
32. There are already qualified Band members who could manage Band governments.		4	2	1
33. The activities of the Band Training Program are not co-ordinated with training carried out under other DIAND programs.		2	5	
34. The Band Training Program has made a major contribution in meeting the needs of the Indian people.		2	5	
35. There is a very low level of financial management skills within the Bands.		2	5	
36. It is uncertain whether the Band Training Program, as currently administered, is effectively meeting the needs of the Indian people.			5	2

Note: Seven Regional staff answered the above questions. However, the responses do not always add up to seven, because on occasion interviewees could not decide upon a response or a particular question was not applicable to the Region.



DIAND/MAINC

A.26