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INDIAN-INUIT AFFAIRS PROGRAM

OPERATIONS FRAMEWORK REVIEW

ONTARIO REGION

GENEVA PARK CONFERENCE CENTRE

JULY 31ST and AUGUST 1ST, 1978

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PARTICIPANTS

Regional Management Committee

Owen Anderson
John Anderson
Bhoo Agarwal
Mansel Barstow
Brian Bennett
Frank Bradley
John Conduit
Gordon Conquergood
Pat Derrane
Joan Dunn
Bill Garand
Jack Gover
Vern Gran
Greg Hancock
Peter Hare
Marie Jones
Zaiga Luidmanis
Jim McFarlane
Walt McKinnon
Mike McMillan
Gordon Miller
Ted Morton
Gord Mullin
Dan Patterson
Mitch Philip
Sandy Preiss
Frank Roscoe
Hugh Smith
Dennis Wallace
Don Wellstead

Indian Associations

Michael Roy - Union of Ontario Indians

Saskatchewan Representatives

Emil Korchinski
Jim Freeman
Gaynel McCaw
Joe Whitehawk
Rabi Alam
Arlene Kardynal

Consultant

Bob Van Eyk

Regional Training Team

Harvey Silver
Phyl Stewart
Dawn Madahbee
Esther Kow

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TORONTO

August 1, 1978

TO ALL PARTICIPANTS:

Re: OPERATIONS FRAMEWORK REVIEW
GENEVA PARK, ONTARIO
July 30 - August 1, 1978

As your new A/Director General, I am delighted with the level of participation and serious dedication that was apparent at our Geneva Park Operations Framework review.

I was particularly impressed with the emphasis that was placed upon the Bands' involvement and the activities taking place at the District level. As you know, I feel very strongly about these points and pledge to have our Regional Office become more supportive of these directions.

I am also appreciative of the volume of paper work and planning that this training seminar places upon you and your staff. Naturally some perspective and balance must be found between meeting the present needs of our clients and ensuring through the planning process that we are able to provide relevant and appropriate service for the future. This balance requires maturity, tact and patience on all our parts.

Our training session here at Geneva Park represents both a culmination of the activities associated with the previous A/Director General, Dr. Owen Anderson, and the beginning of a new administration under the guidance of a different set of players. I will strive to do my best to discharge the heavy responsibility that accompanies my new role. I trust that I can depend on your support and collaboration in this important enterprise of which we are all a part.

I look forward to our mutual success in the complex changing period that lies ahead.

Best wishes,

Vern Gran
A/Director General
Ontario Region

August 1, 1978

TO ALL PARTICIPANTS

Re: Operations Framework Review
July 30-August 1, 1978
Geneva Park Conference Centre

Let me congratulate the participants of the Ontario Region's Operations Framework Review for the high calibre of presentation and discussion. This handbook provides, in a tangible way, the substantive progress that has been made in the Ontario Region of the development and implementation of the Operations Framework.

The fact that many of us have postponed vacations to attend these meetings shows in one way the level of commitment that the Ontario Region has to the advancement of good management.

I think that all of us will agree that the Operations Framework Review has been a most worthwhile activity. We have, at the mid-point of 1978, a substantial and comprehensive status review of the major components of the Operations Framework. Looking to the end of the fiscal year 1978-79, we have the spirit, common understanding of tasks and plans to maintain the momentum for the further development of the Operations Framework.

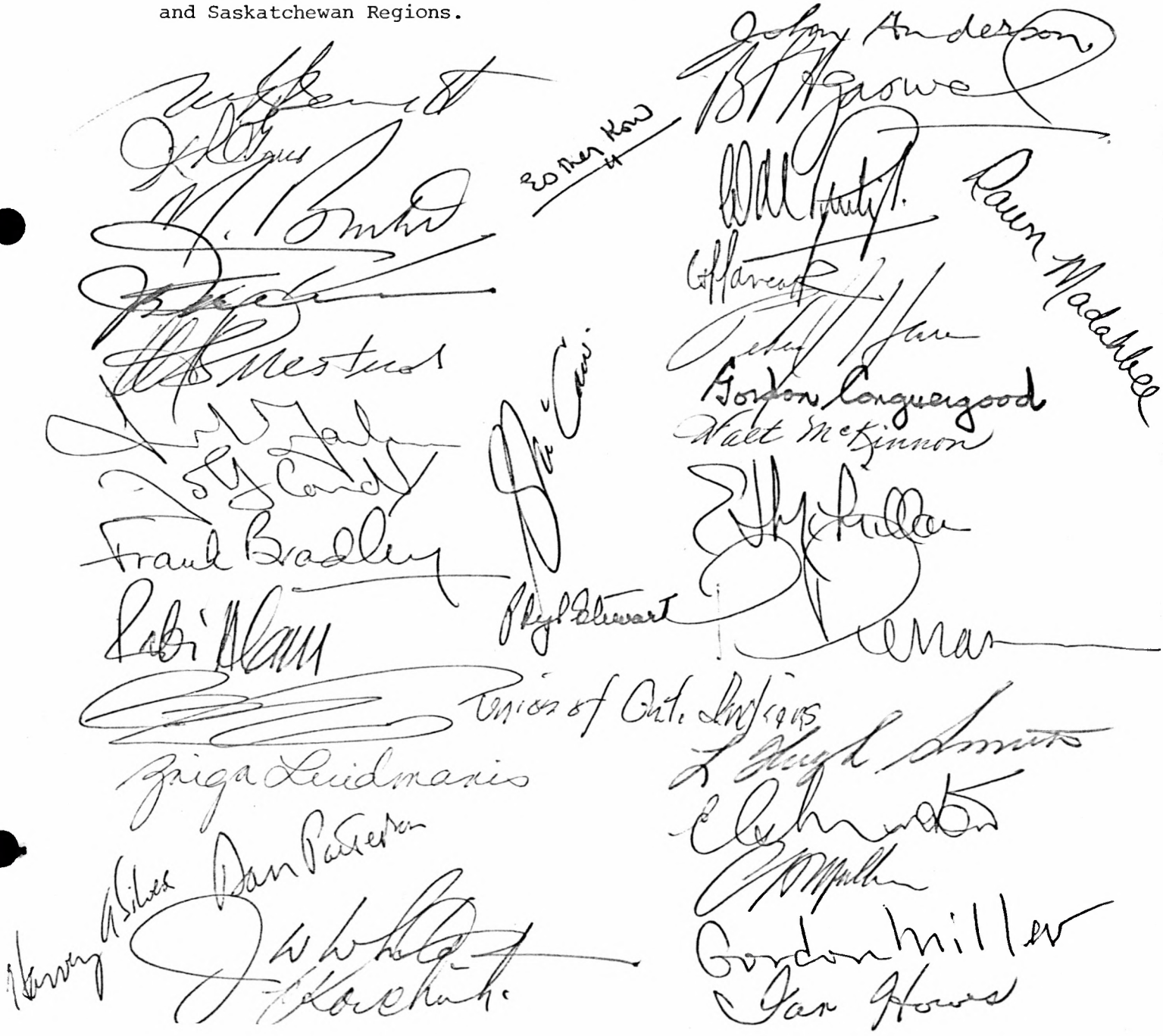
It is this clear sense of accomplishment and team spirit that will ensure the continuing success of the Ontario Region.

Owen A. Anderson
Regional Director General
Saskatchewan Region

F O R W A R D

This handbook represents the combined efforts of thirty members of the Ontario Regional Management Committee, six members of the Saskatchewan Management, a representative of an Indian Association and five members of the Region's Training Team. The material contained between these two covers is a real example of the force of synergy. Two days ago, there were blank pages between these covers. The thousands of words now contained within this book are the culmination of the energy, creativity and contributions of the forty-two people who shared two days of their lives learning together at the Geneva Park Conference Centre, July 31-August 1, 1978.

We hope that this material will be read and used and that the ideas contained in it will serve to enhance the effectiveness of the Ontario and Saskatchewan Regions.



ONTARIO REGION
REVIEW OF OPERATIONS FRAMEWORK
GENEVA PARK
July 31 and August 1, 1978

Sunday Evening

8.00 p.m. - Purpose of Review (Vern Gran)
- Format (Harvey Silver)

- Introductions (Harvey Silver)
- Agenda for two days (Harvey Silver)

- OUTDOOR RECEPTION -

Monday - Day One

8.00 - 8.30 a.m. Breakfast

8.30 a.m. TASK I - PLANNING FOR THE REGION

1.3 - Response to Directional Plan (Owen Anderson)
1.1 - Objectives for the Region/Districts (Bhoo Agarwal)
1.7 - Management Policies/Directives (Bill Garand)
1.4 - District Development Plans (Bhoo Agarwal)
(physical and social development plans - overview)
- Continuity (John Conduit)

- Five Consulting Teams to Examine

(a) Implications for Region, Districts, Bands
(b) Advice to presenter and total group re concept (s)
(c) Any questions, concerns, ambiguities

- Panel to comment/respond

Panel: Owen Anderson, John Conduit, Bhoo Agarwal, John Anderson

Summation (Harvey Silver)

BREAK

TASK II - DECISION MAKING

2.2 - Delegation of Authority (John Anderson)
2.3 - Reports to Management (Gord Mullin)
2.4 - Forward Agenda (Gord Mullin)
2.5 - Program Managers' and District Managers' Desk Books (Ted Morton)
2.6 - District and Regional Plans (Bhoo Agarwal)
(budgeting, planning and planning teams in districts)

../2

- Five Consulting Teams to Examine

(a) What is it (definition)
(b) Three ways in which the concepts/systems are useful
(c) Major concern or ambiguity
(d) Major piece of advice in use of concept/system

Panel to comment/respond

Panel: John Anderson, Gord Mullin, Ted Morton and Bhoo Agarwal

12.30 - 1.00 p.m. Lunch

1.30 p.m. TASK III - PROJECT PLANNING FRAMEWORK

3.1 - Status Report (plus handouts)(Gord Conquergood)
3.2
3.4 - Inventory of Projects (Frank Bradley)
3.5 - Reporting System (Frank Bradley)

TASK VII - HUMAN RESOURCES DEVELOPMENT

7.1 - H.R.M. Region, District, Band (Dan Patterson)
7.2 - Communications (Joan Dunn)

- Five Consulting Teams

(a) How it is working at Region, District, Band levels
(b) Questions, concerns, advice to presenter and/or total group

- Panel to respond/comment

Panel: Gord Conquergood, Frank Bradley, Dan Patterson and Joan Dunn

Summation (Harvey Silver)

BREAK

TASK IV - FINANCIAL PLANNING FRAMEWORK

Overview (John Anderson)

Questions from the floor

Summation (Harvey Silver)

../3

TASK V - ADMINISTRATIVE FUNCTIONS

Overview - Concepts: Where we are now, where we are going
(Bill Garand)

Questions from the floor

5.30 - 6.00 p.m. Dinner

6.15 p.m. TASK VI - DEVELOPMENT CENTRE ACTIVITIES

6.1 - Indicators (Greg Hancock)
6.2 - Data Books (John Anderson)
6.3 - Documentation of Operations Framework - Regional Management Committee Desk Book (Ted Morton)
6.4 - Planning and Management Concepts (Bhoo Agarwal)
9.1 - Cultural/Education Centre (Gord Mullin)

- Five Consulting Teams

(a) Implications: What does it mean to the Region, District, Band
(b) Questions/Concerns
(c) Major advice to presenter, total group

- Panel: Ted Morton, John Anderson, Greg Hancock, Gord Mullin, Bhoo Agarwal

Indian Associations' Remarks: Michael Roy - Union of Ontario Indians
Colin Wasacase - Treaty 3

TASK IX - GOOD MANAGEMENT (Owen Anderson)

- Importance of Operations Framework

Tuesday - Day Two

8.00 - 8.30 a.m. Breakfast

8.30 a.m. DISTRICT MANAGERS' PRESENTATIONS

- Implications of the Directional Plan at the District Level (Mitch Philip)
- Desk Books and Work Instruments at District Level (Capital Project System, B.C.S., District Managers' Reports) (Dennis Wallace)
- District Liaison Councils (Ian Howes)
- Other Areas of the Operations Framework you wish to discuss (District Managers)(Mike McMillan)
- Human Resources Development (creating the management team) (Jack Gover)
- Five Consulting Teams to prepare questions re actual operations

Summation (Harvey Silver)

- District Status Reports

- SASKATCHEWAN REGION'S PERSPECTIVE (SASKATCHEWAN REPRESENTATIVES

12.30 - 1.00 p.m. Lunch

SUMMARY OF ACHIEVEMENTS TO DATE (Owen Anderson)

- where we are now
- where we are going

ACTION PLANS

1.15 p.m. - Regional/District Groups

- Presentations

Summation by Vern Gran

EVALUATION

GENEVA PARK, ONTARIO
July 30 - August 1, 1978

REGIONAL MANAGEMENT COMMITTEE
OPERATIONS FRAMEWORK REVIEW

PURPOSE

In Ontario, the Operations Framework has been developed to promote effective management in the Region and to ensure implementation of the Directional Plan.

As this development process has been in place for some time, and in light of the changes in senior personnel, it is appropriate to review the current status of the Ontario Region's achievements, to reassess the activities associated with the Operations Framework and to plan for an orderly and thorough transition period.

The format of the session is deisgned to facilitate learning among all members of the Regional Management Committee whereby ideas and approaches of individual members related to the Operations Framework will be shared, expanded and enhanced with a view to grounding the concepts of the Framework to the reality of our working situation. Thus, in the small group setting through the process of synergy and working through the concepts and any issues, concerns or ambiguities, the various elements of the Operations Framework will be developed into a dynamic evolving mechanism to enable the Region to respond to the Directional Plan.

The material produced in the small working groups will be shared with the total group and captured in a Handbook to be presented to each member upon leaving the session. The Handbook is a working tool for Management Committee Members to use as a refresher for themselves and to use as a mechanism to involve their own management teams in the process, thus, fanning out the concepts and processes through the organization to facilitate an improved operation.

The Session was opened by the A/Director General, Vern Gran, who welcomed all members of the Regional Management Committee to the review of the Operations Framework Tasks. He described the purpose and the format of the Review and stressed that the work effort devoted to the activities of starting up new elements that evolve in the development and refinement of the framework would have to be in addition to the day-to-day activities of the Region. He indicated that these would entail an additional workload for each member but that it was necessary to enable us to cope with the complex changing environment in which we operate.

Vern then introduced Dr. Harvey Silver, our process consultant, who is in charge of facilitating the learning session. Harvey described the two divergent dimensions of a continuum at any position between which Regional Management Committee Members will find themselves at a point in time.

At one end of the continuum is a desire for being a special and unique individual and at the other end is a desire to belong to the group with emphasis on the group feeling. If a manager positions himself at the individual end of the continuum, this tends to lead to the development of the prima donna/bastard using a disproportionate share of resources.

At the opposite end of the continuum is located the manager who has an overemphasized desire for belonging to the group which tends to produce a robot. Neither position is greatly productive, thus the manager who positions himself closer to the central point is equipped to be individualistic when warranted and an effective group member when warranted.

To determine what the members considered needed to be accomplished in the training session and what accomplishments had been achieved and in addition what problems they were facing, the following questions were presented to four random groups:

<u>What the Ontario Region Needs to Accomplish at this Workshop</u>:

<u>Group 1</u>

Needs to accomplish

A) Reinforce team spirit
B) Maintain momentum with new management
C) Common understanding of tasks
D) Establish time frame for completion of tasks

<u>Group 2</u>

Need to accomplish!
Clear direction for at least one year
Individual responsibilities and roles
Where are we relative to Ops Framework
Rough Framework for future years
Region is <u>not</u> R/O
It includes Districts/Bands

Group 3

1) To clarify where we are with respect to the operational framework
2) Where are we going
3) How to get there
4) Who is going to be held responsible
5) Priorities/Time frames
6) 1st priority for conference "Understanding" & "Commitment" to the operational framework
7) Systemize the implementation of the operations framework (related to No. 5)

Group 4

- Tie together tasks performed so far
- Continue momentum
- Share info with Sask.
- Obtain mutual understanding of present status & ultimate goals of planning framework
- Tie operational framework to action plan, and to services that Bands require from us (co-opn)
- Better team concept of Regional-District teams
- Ensure explicitness of the system

Share with the People in Your Group Some of the Achievements You've Managed to Accomplish in the Last 6 - 9 Months. Analyze some of the PRINCIPLES ---- Success.

Group 1

a) Human resources training
b) Develop socio-economic program, first step linking Econ. Dev. & Employment Programs
c) DPIS operational and effective
d) Improved reputation/awareness of Indian business successes
e) ORLC credibility (prof. & pers.)
f) District Management Team (Est. & Eff.)

Principles

- Order
- Understanding
- Communication
- Perseverance
- Knowledge

Group 2

- Liaison Councils
- Joint/Partnership Concept
- Mutual Planning
- Understanding of roles: bands/dept.
- Co-operative action
- Son of O.R.L.C.
- Joint Band and staff training workshops
- Needs Assessments. Commonality - Bands & Staff
- Commitment at all levels
- High participation & involvement
- Cabinet document urging joint decision making

Group 3

- Hugh S. got the team together in the District
- Frank B. put the Employment team together - established beginning of effective contacts with Econ. Dev. & CEIC
- John A. pass on skills & experience to subordinate supervisors - maintaining Region within financial limits
- "Luck"
- Support & co-operation from key people
- Ability to communicate

Group 4

Progress toward solving major problems:

a) Tripartite vehicle developed in which Region playing a leading role
b) Development of Regional news letter
c) Developing organization that functions with less fiscal and human resources
d) Employement of one of major thrusts - accountability in all aspects of job
e) Some progress in securing outside resources (e.g. ARDA)

Principles or Factors

a) Active Indian involvement (client input)
b) Application of planning and analytical tools
c) Open communication
d) Inter-departmental liaison

Describe a few things you've worked on in the last 6 - 9 months Disastrously - Failed. Analyze the Principles ---- Failure.

Group 1

Failures

a) HQ decentralization of M-Y
b) Fair distribution of $ from HQ
c) District Councils off to slow start
d) LMCC OTSS

Principles

- High expectations
- Workload/Caseload
- Priorities
- Lack of staff

Group 2

Failures

- BCS Implementation
- Lack of pre-planning
- Reaction to TB panic!
- Lack of Feedback
- Manpower required for effective implementation
- Non communication of the Directional Plan to the average Band/Indian
- Who should do it!
- Language
- Academic & Elite!
- How representative is the Directional Plan of the wishes of Band members
- Not available in syllarics - local tongue
- Local consultation?

Group 3

- Frank R. - our failure - Capital Management System
  - failure of follow-up
  - failure of executive
- Frank B. - our failure - Economic Development Info. System
  - failure of follow-up
  - failure of executive commitment
- John A. - BCS
  - failure of not using testing phase
- Vern G. - lack of planning

Group 4

a) Slow progress in developing new concepts of program delivery.
   Why - Implementation without adequate planning
b) Old guard vs new.
   Why - Ongoing adjustment
c) Major construction projects in general.
   Why - Slow decision making process
       - hampered by outside Departments.

Bob Van Eyk, Consultant, outlined two styles of management, namely, authoritarian and democratic. The Ontario Region espouses the democratic style of management because of the inherent characteristics in that style outlined below.

The Practice Of Management

Management Is The Organization Of Change In An Orderly Fashion

CHANGE

* Change and transition are the only constants for the next decade
* Pace of change is increasing
* Demands from change come from many quarters of society
* Demands for change are interlinked e.g. Economic Growth, Employment, Inflation, etc.
* Society becoming more inter-dependent, turbulent, complex, less predictable

Problems - Autocratic Style of Management

1. Top down authoritative management -- Boss/Subordinate.
2. Ideas come from tope in form of directives -- Paternalism
3. One right answer -- No other answers
4. Closed system to inputs from within and from outside the organization
5. Organization slow to change
6. Quick and efficient within static environment

Democratic Style of Management

* Not to be confused with permissiveness, weakness, lack of leadership or laissez-faire
* Democratic management is a set of values or beliefs that permeates an organization -- a climate of beliefs

Democratic Values

* Full and free flow of communication regardless of rank and power reliance on consensus. Joint and several responsibility for total management of organization and constituent parts
* Ideas based on technical knowledge not personal whim
* Atmosphere that encourages open expression of ideas
* Roles are more interchangeable and no one is indispensable

Practice of Democratic Management

* Importance of mutual learning
* Increase participation of others in decision-making, from inside and outside the organization
* Problems may be of defiant size and complexity, but the creative talents of individuals who desire to solve them are available
* Group problem solving is key
* Group effectiveness in a creative climate
* High standards, vision and example of high achievement
* Leads to group achievement, initiative and originality
* Successes build to create more success
* The organization is a good place to work
* Loyalty and commitment to the goals of the organization are the end result

Ways to Induce Creative Thinking

1. Wraps-Off Approach -- Delegation of assignments to strike out in new directions -- "Free hand to explore new solutions".
2. Applaud and reward initiative and originality.
3. New approach is a continual goal. Approval of originality not limited to specific assignments. Always on lookout for innovations and better ways to doing things.

Impact of Democratic Management on Organization

* Problems seen as co-operative ventures
* Organization functions as one unit, each member's presence and efforts essential to the success of the group
* Individuals free to pursue professional abilities while learning aspects of others -- mutual learning
* Manager provides vision -- Broad policy statements which organization interprets to come back to manager with alternative proposals for action
* Channels of communication throughout organization are opened

  e.g. - Management Committee
  - Staff Meetings
  - Functional Committees
  - Desk Books
  - Conferences, seminars, courses

Planning Primary Preoccupation of Management

* Planning -- Continual process whereby future needs of organization's clients are determined and translated into an action plan
* Delegation assignments on basis of continual planning process -- Directional Planning
* Co-ordination of activities requires planning
* Organization should be seen as a whole
  - Establish Priorities
  - Allocate resources

Directional Plan

Concepts, Purposes, Rationale

Dr. Owen Anderson provided the keynote address to the Regional Management Committee.

The production of the Directional Plan by the Ontario Regional Liaison Council represents a profound change from the Department's relationship with the Indian people which was highly paternalistic. He referred to it as a steering mechanism setting the direction for the organization.

In cybernetic terms, it is the highest level of management (level 5), the other four levels of behaviour in the organization work together to respond to the direction set. He sees the five levels of management in the cybernetic model as follows:

5 Steering Mechanism - *Directional Plan (O.R.L.C.)*

4 Organization - *response to the Directional Plan (mobilization of resources to respond to the Directional Plan)*

3 Administration of Groups of Activities - *Operations Framework*

2 Control - *controls what goes on in the organization i.e. finance policies and practices, personnel policies and practices*

1 Operations - *refers to the responsibility centres*

We are continuously in the process of refining and changing the components of the Operations Framework to ensure highly responsive mechanisms.

Role for the Department of Indian Affairs Ontario Region

The Region's role is to provide opportunities for Indian communities to determine their goals and realize their aspirations through participative planning for:

Servicing
Consultation
Financial Support
Connecting
Co-ordinating
Training

In terms of servicing, the Region has expertise available to bands. In terms of consultation, this involves providing moral support as well as expertise and providing links among bands, outside institutions such as colleges and universities, to other communities and to the nation. In providing a motivating force, it is not merely a question of providing funding, but a question of providing support and encouragement.

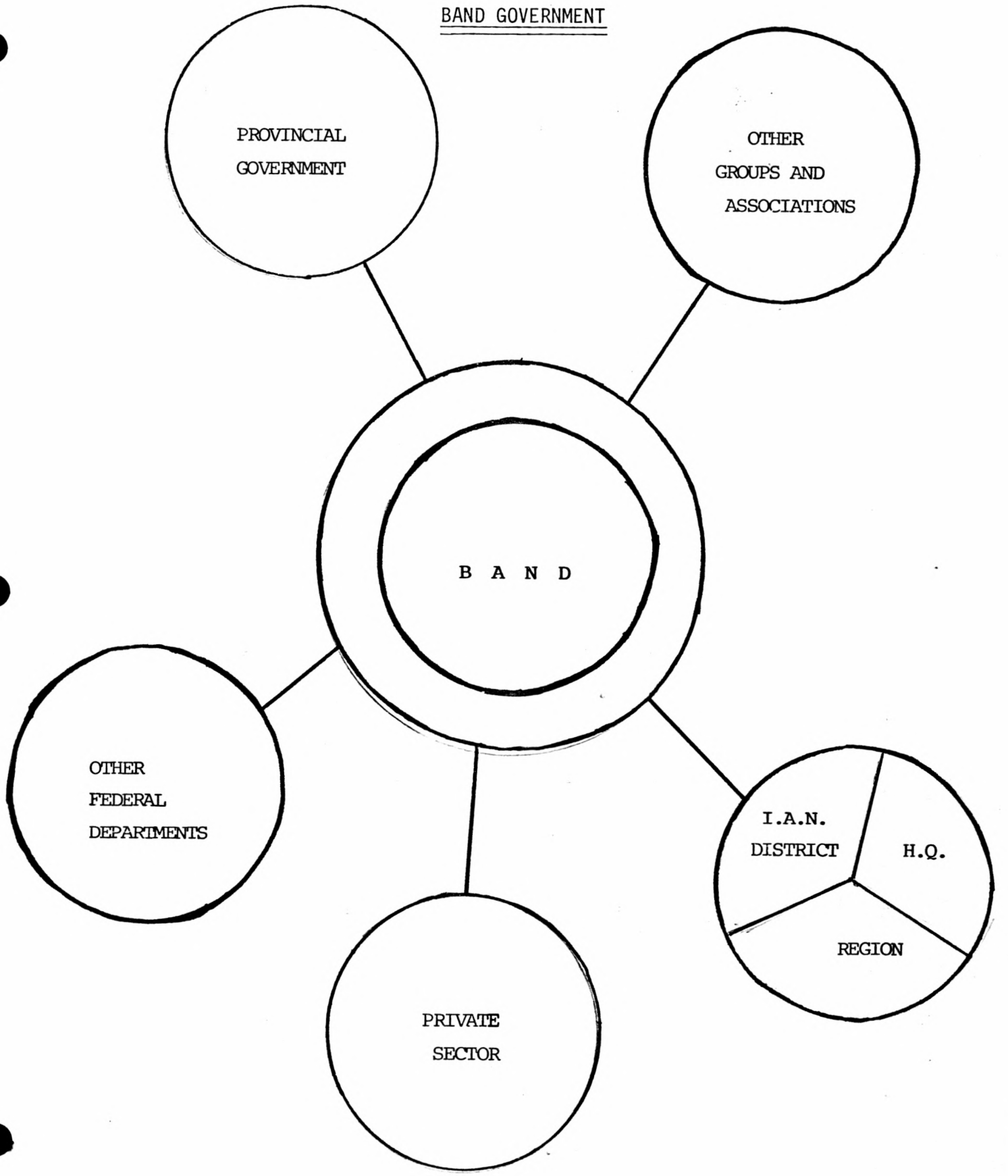
In relation to the concept of connecting, it is a matter of getting the right people together to achieve a goal or implement a project.

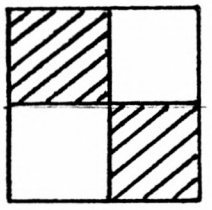
The notion of co-ordination refers to co-ordinating inter-departmental and inter-governmental activities to improve services for Indian people. Examples of such co-ordination are evident in the Tri-Partite Meetings involving federal, provincial and band governments; co-ordination is also evident inter-departmentally as seen in the recent joint C.E.I.C. and D.I.A.N.D. Conference held in Toronto in which the Directors General of both departments sat down with managers involved in Native Employment Programs to facilitate greater joint efforts to meet employment needs of Indian people.

Band Government

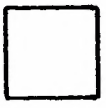
The following model of a band and its relationship to other organizations provides a perspective that affects human behaviour. When a band perceives itself in the central focus and perceives other institutions as a means whereby it may achieve its aims, this perspective facilitates local band government. This perspective places the band in a position of self-direction and not in the perspective of total dependency upon the Region or the Department.

BAND GOVERNMENT

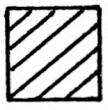




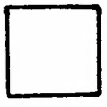
FOUR FUNCTIONS
OF
MANAGEMENT:



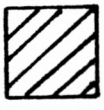
PLANNING



ORGANIZING



LEADING



CONTROLLING

Functions of Management

The functions of management include planning, organizing, leading and controlling. The concept of leadership is important as it implies creativity and the breaking of new ground. It does not imply carrying out a maintenance function. In the matter of controlling, Owen indicated that managers musy carry out their commitments and must be accountable. They must have mechanisms in place to ensure a directed team effort. This is the essence of accountability. In addition, we must evaluate work efforts. This is done by developing indicators to measure achievement. The Region has formed a task force to produce indicators to measure band development.

Management Directions

CRISIS	→	*MANAGEMENT*
AD HOC	→	*SYSTEMATIC*
INFORMAL	→	*FORMAL*
DIS-ORGANIZED	→	*ORGANIZED*
IMPLICIT	→	*EXPLICIT*
PATERNALISTIC	→	*PARTNERSHIP*
FIREFIGHTING	→	*ANTICIPATORY*
RANDOM	→	*PLANFUL*
HIERARCHY OF AUTHORITY	→	*LEARNING ATMOSPHERE*

In the Ontario Region, we are directing our efforts to changing the organization from a crises orientation to a planful management style; from AD HOC to an orderly, priorized apprcach; from implicit to formal. Owen indicated that the meaning of the change from informal to formal referred to the decision making process and systems in place, not to interpersonal relationships. Ontario is progressing from a paternalistic to a partnership mentality; from a rigid hierarchical organization to one that is an open learning system in which the manager is the eyes and ears of the organization sensing the external and internal environments, interpreting that environment so that the organization is able to take a planful stance to its operations.

In the times we are living (not just restraint, but increasing complexity and shorter time frames), planning tools and work instruments are more necessary than ever:

- ☐ OBJECTIVE SETTING
- ☐ WORK PLANS
- ☐ RESOURCE ALLOCATION
- ☐ PROJECT PLANNING FRAMEWORK
- ☐ CAPITAL MANAGEMENT SYSTEM
- ☐ MANAGEMENT INFORMATION SYSTEM (M.I.S.)
  FINANCIAL INFORMATION SYSTEM (F.I.S.)

Accountability

All government departments are subject to greater accountability to the central agencies (Treasury Board, Privy Council Office) and parliament.

In order to meet these requirements, the Department of Indian Affairs must provide clean and credible data. This will be provided through development of standard reports, indicators (eg. numbers of students in school), and a valid information base.

NEED FOR:

- STANDARD REPORTS
- INDICATORS
- PROGRAM CREDIBILITY
- INFORMATION

  e.g. Z.B.B.
  Data Base
  Situation Reports
  Review of Existing Base

WHERE ARE WE ?

INVENTORIES & DESK BOOKS

DATA BOOK

PROJECT PLANNING

CAPITAL MANAGEMENT SYSTEM

VARIANCE REPORTS

QUARTERLY FINANCIAL STATEMENTS

FINANCIAL PLANNING

REPORTING SYSTEM (Formal and Informal)

Need For
Frequent, Formal Periodic Review

We Must Possess Ability To:

DECELERATE

COAST

REVERSE

ACCELERATE

When planning, it is essential that the impact be considered.

Evaluation of activities and programs should be undertaken on a formal and regular basis.

CONCLUDING REMARKS.....

Response To Directional Plan

1. "... the concern that all the activities of the Region be defined in terms that indicate the activities' orientation to supporting Indian communities..." Directional Plan

2. Response identifies how each of the components of the Region intends to act in the spirit of support for Indian communities.

3. It is apparent that the Region is moving ahead to meet the requirements as they have been spelled out in the Directional Plan:

   - Emphasis on devolving responsibility to the Indians.
   - Moving as fast as is possible toward Indian control - consistent with their expressed desires.

APPENDIX A

DIRECTIONAL PLAN FOR THE ONTARIO REGION

INDIAN INUIT AFFAIRS

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INTRODUCTION

This document sets forth a plan of action for the Ontario Region based on the aspirations of the Indian people, an analysis of the existing situation in Indian communities of Ontario and a projection of trends in the larger society.

PURPOSE

The purpose of the following directional plan is seen most generally to be to provide direction to the programs and operations of the Ontario Region. In this sense, it is a statement of policy, at the broadest level. It aims to present the aspirations of the Indian people of Ontario and to determine the implications of these aspirations for Ontario Regional policy.

It is assumed that the plan will be a continually evolving document reflecting the dynamic process which is planning. The plan represents an apparently widespread desire to put down on paper the current thinking of key persons regarding the direction that the Ontario Region, a governmental organization established to serve the needs of the Ontario Indian people, should take henceforth.

ASPIRATIONS

The Indian people aspire to a future of dignity founded in cultural pride, economic self-sufficiency and social responsibility.

The Indian people do not intend to cut themselves off from the larger society, but nor do they intend to forget their special status within that society.

Justice, not charity, demands Indian rights be respected in the letter, and in the spirit, of those treaties by which the Indians have given up the majority of their lands.

The remaining lands must be respected as the cultural, economic and social homes not only of those Indians residing on the reserves, but also of those who have moved away. Accordingly, the land, water, air and wildlife of the reserves must be protected from unwarranted despoliation by external, or internal, agents; yet each community must develop an economic base upon which it can survive, residences within which it can live decently and cultural facilities through which to meet.

It is up to each band to determine how it should physically develop so as to ensure that its current physical and economic needs are met in a way which does not threaten the meeting of either other current needs, for instance the need for a healthy environment, or the physical and economic needs of tomorrow.

Educational institutions which are so influential in shaping cultural values and beliefs, must be open to the contributions of Indian cultural leaders to the educational program; yet all students should have the opportunity to develop skills and knowledge useful for living or working in the larger society.

Educators and leaders in each community should seek to develop an educational program which both fosters the growth of Indian identity and culture and provides externally useful knowledge and skills. Where hunting and fishing is now, and could likely continue to be a way of life, for instance, the educational program should support the possibility of young people continuing in this way of life. Each community's outlook should pervade its whole curriculum.

Ultimately, social services provided by agencies external to Indian communities should become unnecessary as these communities become more self-sufficient economically and as traditional counsel and cooperative approaches to communal life provide for those persons who might as individuals or as a family be in spiritual or physical need; yet because of the extensive and/or recent disruption which has faced many communities, it would be irresponsible to cut off help at a stroke as opposed to phasing it out as each community develops its own resources and procedures for coming together as a community; (Special services should not be confused with benefits provided to communities under contract, whether these be through treaties, leases or other contracted arrangements). It will be up to each community to establish its own ways of providing for mutual responsibility.

Social responsibility extends beyond relationships within a community or a band. There are many ways in which bands can productively work together and help each other. There is much that the Indian culture can teach to the larger society.

This statement of aspirations must necessarily be broad, attempting as it does to speak for all Ontario Indian communities. It has been noted that each community will want to interpret its economic, cultural and social aspirations in its own way. Here it must be amphasized that each community will also want to express its own aspirations in its own unique way. These unique expressions must be given precedence over the general statements above.

EXISTING SITUATION

There are reasons for hope; there are reasons for sadness. Happily, the former can be seen to be the stronger. Of course, in each community the reasons for either differ, as does the overall situation. It is up to each community to take stock of its own strengths and weaknesses, its own problems and opportunities, in the light of its own uniquely expressed aspirations. But in general, the following may be stated.

There appears to be a trend toward greater cultural, social and economic strength in many Indian communities.

More people are going back to the elders for advice and educational curricula are now incorporating native culture. People are going back to more traditional approaches to doing things.

There is greater community involvement.

The growth in young population and the return of more Indian youth to the reserves (reflecting a strengthening cultural identity), means that Indian communities of the future will have the people, of all ages, to support communities within which Indian identity and culture can continue to grow.

Communities are seeking to depend less on federal government services and are being less directly influenced by that government. Growth in communication and transportation services are opening up new opportunities.

It appears that with the revision of the Indian Act, band councils will have more power. Settlement of Indian land claims will strengthen the power base of the reserves. The reserve system will probably be extended to include more land.

Thus, though many environmental, social and spiritual problems remain,

there is good reason to believe that the various communities will be able to solve their respective problems on the basis of their growing cultural, social and economic strength - assuming they are accorded respect and fairness by the larger society.

EXTERNAL ENVIRONMENT TRENDS

While no estimate about what will happen in the future can be certain, and while there is much debate with regard to some areas of concern, there is increasing agreement on two fundamental projections, namely: the rate of growth in the use of non-renewable resources, particularly oil and gas, will have to decrease and then become negative before the end of this century; and, therefore, the rate of growth in the (material) standard of living will have to decrease and perhaps even become negative in Canada as a whole.

In consequence, the communities which will be the most economically, socially and culturally healthy will likely be those which are economically self-sufficient, socially responsible and culturally oriented to values other than material growth.

FUTURE OPPORTUNITIES AND THREATS

The Indian communities have the basis upon which to become economically self-sufficient, socially responsible and culturally non-materialistic.

They have the renewable resources of land and water (albeit to varying degrees) upon which to develop a high degree of self-sufficiency, the traditional knowledge and skills necessary to intelligently exploit these resources, but above all a cultural perspective which is fundamentally sensitive to ecological processes - a cultural perspective which, if it continues to thrive, will ensure that renewable but finite resources will maintain their renewability.

Indian communities have and are developing communal approaches to life. These communal approaches promote within bands, and even between bands, a sense of mutual responsibility. If and as governmental social welfare services are cut back, there will be in Indian communities the social forms with which to replace these services. The Indians' fundamentally non-materialistic culture, which does not place primary emphasis on material growth for its own sake, provides the perspectives through which the community's welfare as a whole can be considered before the economic welfare of the "strongest" individual members. This is different than the larger society where the material "success" of a few is deemed to be necessary to the material growth of the whole.

Thus it is the Indian culture which provides the basis for the economic and social approaches which favour a positive development of Indian communities, even at a time when the larger society as a whole is facing economic and social crisis. It is an ecologically and socially appropriate culture; at root, a culture which neither relies on nor promotes massive, formal economic or

social institutions which can only survive, ironically, by breaking up material or social things into little bits and then mechanically putting them together so as to better control them. The native culture is accustomed to looking at the whole, by perceiving its components in their natural relations. It is this perspective which creates an ecological approach to the whole of nature, a social approach to the whole community.

Education thus becomes seen as the way in which the whole culture is passed on from generation to generation: it is a total experience which must be the responsibility of those who share in the culture; it cannot simply be broken up into "subjects" related artificially only through the timetable. The Indian approach to education provides in its form as well as its content the basis for continuing a culture which is ecologically and socially appropriate to a time when material growth and specialized, possessive individualism seem no longer to be satisfactory approaches to developing a healthy society. By ensuring that the form of education is oriented to a total experience, valuable specialized skills can be learned, be they of a fisherman or of a doctor, without losing site of the whole, be it of the waterways or of the community's physical health - the whole with which the person holding a special skill must ultimately be concerned.

While internally within Indian communities the economic, social and cultural approaches are such as to give the basis for optimism in a time of general societal pessimism, the very fact that the larger society could become increasingly desperate in its drive to find and exploit natural resources, (be they forests, minerals, water in which to dump polluting waste, or the very surface of the land on which to build roads, factories and cities) suggests that the growing internal strength of Indian communities could be faced with growing external threats to their natural resources on which the potential for

self-sufficiency largely depends. Moreover, if as many suspect, the societal drive to find natural resources to exploit becomes increasingly futile and the availability of real usable wealth (wealth available to meet human needs and wants as opposed to that invested in mines and pipelines) declines in the larger society, implicit and explicit commitments by the larger society to the Indian people (whether commitments to respect land claims or to provide certain services) may be broken. It will take all the internal strengths of the Indian communities to meet these threats.

ONTARIO COURSE OF ACTION

i) General

Fundamentally, it is the role of the Ontario Region to aid Indian communities in their efforts to realize their aspirations. Its role is to aid Indian communities not only with respect to the goals set by these communities for themselves, but also with respect to the approach each community sets for itself for working toward its goals. Its role is to provide opportunities for Indian communities to determine their goals and means in the light of the fullest and best information possible and then to provide opportunities for the communities to tell to the Ontario Region and others what these goals and selected means are. It is not the role of the Ontario Region to determine what is best for any Indian community in terms of the goals the community sets for itself, the means it selects to reach these goals or the pace at which it chooses to proceed.

ii) Participative Planning

The Ontario Region must be responsive to the wishes of the Indian people - not passively responsive, but actively indicating to the Indian people its desire to receive their advice and instructions. The Ontario Region will be constrained in its ability to respond as fully as it and the Indian people might like in any given circumstance because of financial, technical, human, legal or superior institutional limitations, but it must deal with these constraints as they come up, or preferably in advance, by planning the allocation of its resources in such a way as to maximize the efficiency and effectiveness in the use of these resources to meet the demands placed on them.

Such planning for priorities must be undertaken in consultation with the appropriate Indian representatives, whether that be planning for the overall allocation of the Region's resources, planning for the allocation within a service area of the resources allocated to that area, or planning for the allocation within a geographical area of the resources allocated to that area. Only by continuous and wide-ranging involvement of the Indian people in the planning process can the Ontario Region play its role as responsively as it should.

Both the requirement of Indian involvement in the planning process and the differences that will exist among communities with regard to aspirations and developmental strategies, point to the diffusion of resources to the level of the community or the local group of communities. There will, however, continue to be (for as long as the Ontario Region exists) need for planning for the allocation of resources among communities and probably for the provision of services that are provided on a Region- or District-wide basis.

iii) Servicing

By servicing is meant those activities which directly provide services to Indian individuals or groups on the basis of their citizenship rights in Canada or on the basis of special contractual agreements made with them and over the delivery of which there is little discretionary power in the hands either of the Region or of the Indian people, e.g., health services. While such services may in some instances become the responsibility of the individual Indian communities or of groups of such communities, the rate at which such a change occurs, if at all, can only be determined by the Indian people themselves through their own planning processes (in which they may seek the consultative aid of the Region). Meanwhile, the Region must conduct its servicing obligations effectively, efficiently and with the advice of the appropriate Indian people as to delivery method.

iv) Consultation

By consultation is meant the provision of information of all kinds to Indian individuals, communities and groups of communities, both in response to specific requests and on the initiative of the Region where it discovers information that, on the basis of the Indian communities' stated aspirations and development strategies, it suspects will be of interest. An important category of such information is information which will aid Indian people in planning - whether this be participation in planning by the Region or its components, functional (or sectoral) planning at the local level in an area of specific concern over which a community has direct control or comprehensive (integrative) planning at the local level. Information can be concrete (e.g., fact and figures) or abstract (e.g., concepts and alternatives).

v) Financial Support

By financial support is meant the provision of funds to bands or groups of bands so as to enable them to work toward their goals in the way they see fit; i.e., the provision to bands of funds over which to a greater or lesser degree the bands exercize allocative control. It is likely that to a large extent such financial support will grow as an alternative to direct servicing and in this sense will represent an appropriation by the Indian people to themselves of the responsibility for delivering services which previously had been the direct responsibility of the Region. Thus the degree to which this Regional activity is expanded will depend on the decisions of the Indian people. To the extent this activity is expanded, it will also be necessary to expand the consultation activity of the Region, especially with regard to aiding communities in their comprehensive and sectoral planning.

vi) Moral Support

By moral support is meant those activities that back up, institutionally and politically, the Indian communities in their struggles to realize their aspirations whether these struggles be oriented to acquiring the resources to develop internally, or to resisting external threats to the use of those resources. Thus the Region may from time to time be called on and normally should agree, to support a particular community or set of communities in their requests for information, aid, compensation, protection, or opportunities to participate in decision-making, as these are addressed to Indian Affairs headquarters or other federal, provincial or local governmental agencies or private parties. The Region might find itself being asked to ask Ottawa for increased resources with which to carry out the activities demanded of it by the Indian people, even though on a year-to-year basis it will have to plan with these people to find the best way to work within the resource constraints that have been established.

vii) Connecting

By connecting is meant those activities that the Region undertakes which are oriented to providing communication opportunities among Indian communities and between communities and relevant government agencies and private parties. Such opportunities are essential if Indian communities are to have the fullest information possible upon which to determine developmental paths which are inspired but realistic, upon which to seek the resources to proceed along these paths and upon which to resist effectively external threats to the realization of their plans. Sponsorship of conferences, provision of travel and long distrance communication grants and the identification of key persons to each other, are examples of the kinds of connecting activities which lead to the development of networks among Indian communities and between such communities

and others, through which information and ideas can be continuously shared for the benefit of all.

viii) Coordination

By coordination is meant those activities by which the Region ensures that the operations of other government departments which impinge on Indian communities are conducted in a way that maximizes their efficiency and their effectiveness in terms of the communities' aspirations and selected approaches to development. Coordination will be effected not only by the Region dealing directly with other departments but also by providing consultation to Indian communities to enable them to carry out their own coordinating overseeing, by lending moral support to the communities' dealingswith other departments and by connecting communities to each other and to departments so that coordination occurs through a continuous process of communication.

ix) Training

By training is meant the provision of opportunities to Indian persons to develop the skills necessary to do their own servicing, information gathering and sharing, developing, coordinating and politicing as these activities are undertaken within their own communities, within associations of bands and as appropriate, within the structures of the Region itself.

x) Relationships Among Activities

Clearly, there interconnections and areas of overlap among these types of Regional activities. As well, there might be gaps between these types of activities; i.e., there might be activities not covered by any of the headings. And, of course, other terms could be used to describe the various activities of the Ontario Region by considering different dimensions of activity, e.g., terms which express activities oriented to different areas of concern such as

health, education, economic development, etc.

xi) Conclusion

What is significant is not the way in which the activities of the Region are categorized but rather the concern that all the activities of the Region be defined in terms that indicate the activities' orientation to supporting Indian communities in their attempts to realize their aspirations as these aspirations are continuously defined and redefined by the communities themselves.

IMPLEMENTATION

As a first step toward ensuring that the Region's activities are defined and perceived by all staff as being fundamentally supportive, an extensive program of orientation seminars should be held within the Region, using the final version of this document as the basis for discussion.

Upon completion of the orientation program, the various components of the Region will then be in a sound position to begin to develop long-range plans for the Region by developing, in consultation with the appropriate Indian representatives, policy statements with regard to specific areas of concern, as well as objectives, programs, projects and budgets for the immediate (one to five years) and intermediate (five to ten years) futures.

The policy statements in particular are amenable to development through a wide-ranging task force approach involving all segments of the Indian community, with priority being given to receiving input from people at the band level and with task force membership representing the four Indian Associations and Indian Affairs. Such task forces should be of long enough duration to allow for thorough deliberation but short enough duration to maintain momentum and to allow for the earliest possible implementation of the proposed policies. Policy changes requiring governmental support, especially support above the level of the Region, should be developed in this way and be proposed to the Minister. Examples of such policy changes are those involving the Indian Act, governmental support for local development programs, self-determination at the local band level and the structure of the Indian Affairs branch.

This document itself may be seen to be a policy statement of a very broad nature. It is a policy statement setting forth guidelines for the operation of the Ontario Region given the existing legal, organizational and financial contexts within which the Region must work. As a policy statement, it is open to continual refinement and elaboration in the light of the expression of new concerns, the appearance of new information and the unfolding of new developments.

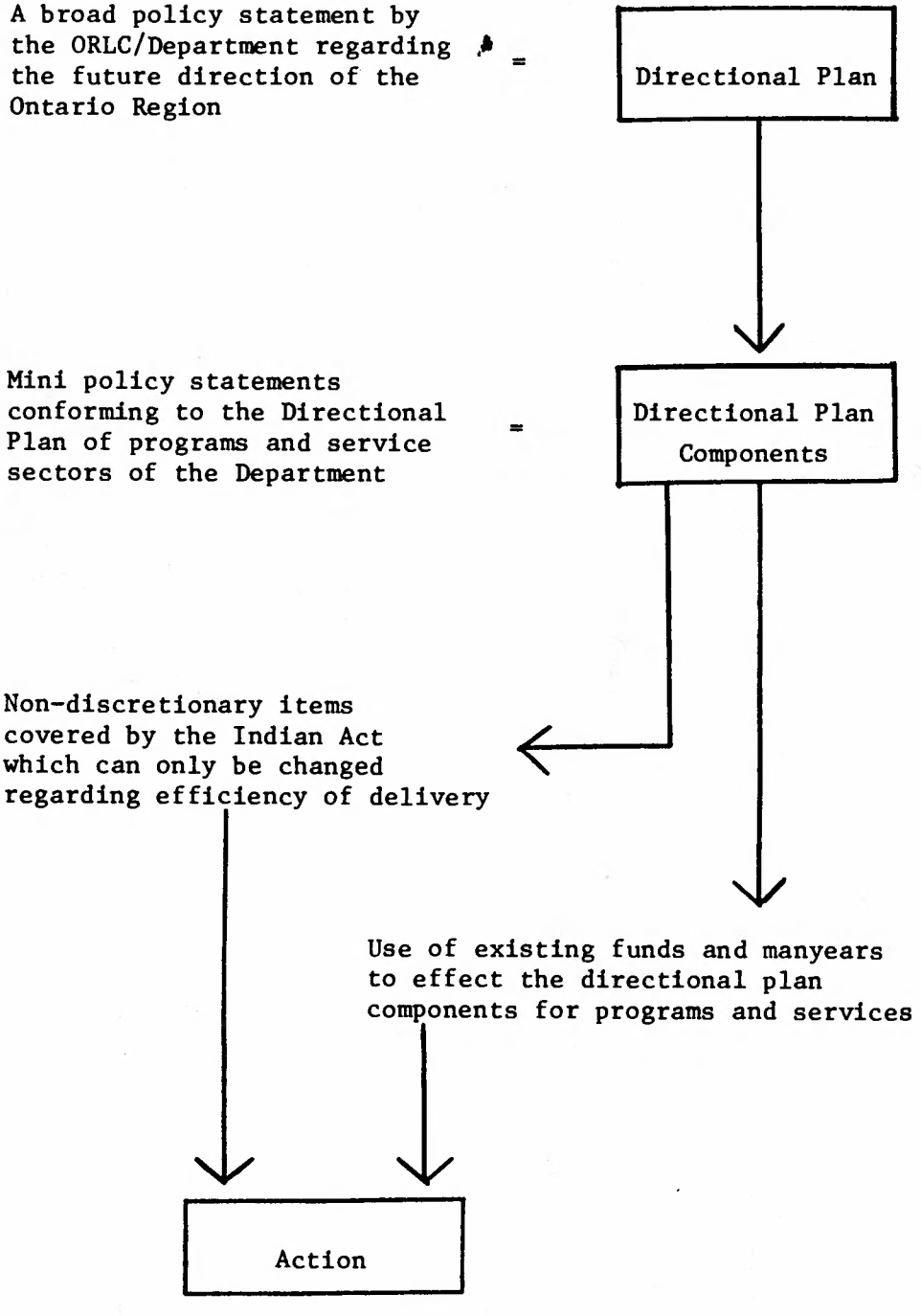
CHART I

Economic, Social and Cultural Considerations in Draft Directional Plan

	Economic	Social	Cultural
Aspirations	self-sufficiency	mutual-responsibility	pride in traditional, holistic, perspectives
Existing situation	varies widely in degree of self-sufficiency, less dependence on government sought, settlement of land claims will help reserves economically, new opportunities off reserves from growth in communications and transportation	age structure balancing, youths returning	cultural pride growing, elders' advice sought, educational curriculum reflects native culture
External Environment Trends	less societal wealth, self-sufficient communities will have advantage	cutbacks in governmental social welfare possible, socially responsible communities will have advantage	material growth will no longer suffice as general societal goal, non-materialistic communities will have advantage
Future Opportunities and threats	many Indian communities have resource base to become self-sufficient; but larger society will increasingly threaten these resources with pollution and expropriation, contractual obligations may be broken by larger, poorer society	Indian communities have communal forms upon which to base local "social welfare" measures; governmental social welfare services may be cut back	traditional holistic approach encourages (e.g. through education) communal social development and economic development which is ecologically sound
Ontario course of action	participative planning toward providing support to local economic development through: -servicing -consultation -financial support -moral support -connecting -coordinating -training	participative planning toward providing support to local development of social services through: -servicing -consultation -financial support -moral support -connecting -coordinating -training	respect for cultural strengths and participative planning toward providing support to local development of education through: -moral support -connecting

DIRECTIONAL PLANNING MODEL

A study in Process



Revised draft

ONTARIO REGION RESPONSE

TO THE DIRECTIONAL PLAN

INDIAN AND INUIT AFFAIRS

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Revised Draft

ONTARIO REGION RESPONSE TO THE DIRECTIONAL PLAN

HISTORY

In September, 1977, the Ontario Regional Liason Council produced a "Directional Plan for the Ontario Region". The Document "set forth a plan of action for the Ontario Region of Indian Eskimo Affairs based on the aspirations of the Indian people, an analysis of the existing situation in Indian communities of Ontario and a projection of trends in the larger society".

This document represents a response on the part of the Ontario Region to the ORLC's Directional Plan.

GENERAL

The Ontario Region is in general agreement with the directions proposed for the Region by the ORLC, and recognizes the role of the ORLC in developing such a plan. The Region also notes that the Plan is seen by the ORLC to be "a continually evolving document". The Plan emphasizes "each community will want to interpret its economic, cultural and social aspirations in its own way" and "will also want to express its own aspirations in its own unique way", and thus, "these unique expressions must be given precedence over the general statements" in the plan.

It is the spirit of the Directional Plan which is seen as important both by the ORLC and the Region. This spirit is summed up in: "the concern that all the activities of the Region be defined in terms that indicate the activities' orientation to supporting Indian communities in their attempts to realize their aspirations as these aspirations are continuously defined and redefined by the communities themselves".

The purpose of this document is to identify how each of the components of the Region intends to act in the spirit of support for, rather than guidance of, Indian communities.

THE ASSOCIATIONS

The Region will continue to support, and listen carefully to, the four Associations: the Association of Iroquois and Allied Indians, Grand Council Treaty Number Nine, Grand Council Treaty Number Three and the Union of Ontario Indians.

In particular, the Region supports the Associations in their community development programs whereby each Band is encouraged to hold workshops, with trained help, at which they may define their objectives and development strategies. The output of such exercises will be used as input by the Region to all sectional planning and operations.

THE OPERATIONS FRAMEWORK

The Operations Framework is an internal guidance system for the Ontario Region. It is oriented to continuously improving and developing the management process in the Region. It sets the administrative internal guidelines for working to meet the external goals set for the Region in the Directional Plan. The Operations Framework emphasizes management by objectives, coordination, data systems and flows, delegation of authority and decentralization, formalization of procedures, sophistication in forecasting and priority setting, monitoring, and cooperative, strategic and contingent planning. All are designed to fit the external directions indicated in the Directional Plan.

Like the Directional Plan, the Operations Framework is seen as a continuously evolving document. The Region is hopeful that the two can continue to evolve complementarily.

THE DISTRICTS

Because each district has its own character, each district has been given the task of supporting district liason councils and encouraging them to develop district level directional plans. Funding has been made available for this. It is anticipated that these District Directional Plans will be more specific in direction than the Region level Directional Plan, as they will be concerned with more specific, and often more homogeneous, geographic areas.

LOCAL GOVERNMENT

The Local Government section is central to the devolution of power and responsibilities to the Bands. It will work with Bands to develop, at their chosen pace, the capability to manage, individually or in groups, their own affairs.

Ultimately, it is the function of the Local Government Section to eliminate itself once it is no longer called on by Bands for training, consultative, and coordinative aid and once power and responsibility have devolved to Bands. (This should not be construed as indicating any intention by the Region to abrogate its servicing responsibilities or other responsibilities it has been committed, or comits itself, to.)

In effect, Bands may develop to have the same fiscal autonomy, little more or less, than those other local governments which are incorporated as municipalities. There will be increased local decision-making, but many of the funds apportioned to Bands will continue to be conditional, as they are usually for municipalities.

One of the roles of the Local Government section will be to continuously emphasize to other sections of the Region that Bands will perhaps make as many mistakes as municipal governments,

but as for all of us, such mistakes are an important part of the learning process in the development of local managerial expertise.

Over time, the Local Government Officers will shift from administrative to community development roles as they aid Bands develop their own political and managerial competence.

These roles are in accord with the Directional Plan's prescribed Regional roles of consultation, moral support, connecting, and training.

EDUCATION

The function of the Education section is to aid the Indian people develop an education system that is under their own control.

Such a transition will likely not be sudden, however; there are a number of obstacles to be overcome first. These include:

a) the advantage of a large organization to provide, or guarantee, salaries and fringe benefits for professional staff;

b) the difficulties in providing financial help to Bands without any fiscal control (as discussed under Economic Development) or alternatively the difficulties for Bands in financing an adequate education system out of their own resources;

c) the Minister's legal responsibility to provide education services to Indian people and the need to back this up with Regional support, and if necessary control, (a responsibility which the Directional Plan supports in its statement: "all students should have the opportunity to develop skills and knowledge useful for living or working in the larger society" as well as for fostering "the growth of Indian identity and culture");

d) the problem of discontent among some Band members with the service provided by the Band should such total responsibility devolve to the Bands;

e) the reluctance of Bands to accept total responsibility for

education without the guarantee they will have an adequate and consistent level of funding to do a proper job, and the difficulty for the Region to give such a guarantee unconditionally.

Despite these obstacles, there is a full intent on the part of the Region to move as fast and as far as is possible toward more Indian control over their own education as is consistent with the expressed desires. Indications of progress in this regard include the following:

a) The National Indian Brotherhood policy on education has been accepted as a guideline by the Minister;

b) Within the Region a consultative group on education is being established, special learning groups, e.g., on Indian languages, have been set up, and education workshops have been held;

c) Education liaison officers have been set up by each of the four Associations;

d) Funds for education are being decentralized to districts to administer to encourage teamwork between Associations and districts;

e) Capital funds are being transferred to Bands to administer starting this fiscal year, though the funds will have to be spent for education purposes;

f) Of the Operations and Maintenance budget, 30-35% are now transferred to the Bands for allocation, compared with about 4% five years ago;

g) Six bands now handle totally their education funds, one of which runs its own school, the other five contracting to a local Board of the Province for services;

h) There is more consultation with Bands on priorities for education spending and curriculum development;

On the last point, it should be noted that communities vary greatly on the issue of the role on traditional culture within the curriculum: some believe it should be "time-tabled" in as a subject of its own, others believe it should suffuse the whole curriculum, and among the latter there are those who see traditional culture being deliberately integrated into the curriculum and those who believe it should be taught as the opportunities arise. In the spirit of the Directional Plan, the Region intends to continue to respect these differences in orientation, and to respect the Bands' differing desires to change in different ways and at different paces. The Region intends to move farther in the overcoming of obstacles to the devolution of control over education, through the following process:

a) defining the ideal operationally, e.g., in terms of "global budgeting";

b) identifying the obstacles to this;

c) developing a strategy to find ways to overcome these obstacles, which will include developing a model to transfer accountability to Indian Bands.

This process will be undertaken in full consultation with appropriate Indian representatives.

These roles are in accord with the participative planning servicing, consultation, financial support, moral support, and connecting roles prescribed in the Directional Plan.

ECONOMIC DEVELOPMENT

It is the function of the Economic Development section to aid Bands in the development of fully integrated economic development programs which meet their respective local needs and build on local potentials. The Regional office sees itself as a resource centre to districts which are in turn resource centres to Bands.

'Fully integrated economic development programs are those which include all economic aspects that are usually considered under the heading of "economic" such as economic base development and employment, but which also include economically-related aspects of band development such as training, infrastructure development, replacements for transfer payments such as "welfare", diversification of economic base to allow flexibility in changing economic conditions, goods and services developed and provided not through the cash system (such as self-help efforts at the individual or community level), etc.

The section will support Bands in their efforts to get more economic development aid from the Province and from private industry and financial institutions.

The section will aid Bands by coordinating, under their direction, Federal and Provincial programs which have economic

implications so as to prevent these from becoming mutually cancelling (such as frequent manpower raiding schemes for short-term projects), and so as to ensure they contribute to, rather than detract from, Band development programs. The section will aid Bands in the development of sound and useful data systems so that they can monitor their development, respond to changing conditions, and evaluate the development strategies they have respectively adopted. Regional and district level data systems will be developed and made available to the Bands along with training in the use of this data. At the same time it is hoped that the Bands will feel that the data for monitoring purposes is a useful tool for them as much as an auditing device for the Region. A Management by Objectives approach will be used regionally to highlight the value of data for monitoring success in reaching goals. At the same time, it is recognized by the Region that it does play a dual role of (moral, consultative and financial) support combined with the auditing of the use of funds made available. These roles can be contradictory and difficult for both parties to relate to; however, such a dual role is not unusual in the larger society--a teacher for instance both tries to support a student and instill confidence, and to mark his competence--and should be manageable if a spirit of trust and cooperation between the Bands and the Region can be developed. Such trusts and cooperation will not prevent conflict but will allow it to be managed. The formalized systems being developed under the Operations Framework are designed to aid in the management of

conflict, including the conflict growing out of the dual support and control role of the Region in financial matters, by making the rules of the game known to everyone and thus fair.

The degree of consultative help given a Band by the Distroct Office will depend on the degree to which a Band indicates it would like such help, such indications being expected to be made both directly and indirectly.

These roles are in accord with the participative planning, consultative, financial support, moral support, connecting coordination and training roles prescribed in the Directional Plan.

EMPLOYMENT

The employment section supports the efforts of the Indian people in their attempts to become economically independent by finding and developing job opportunities. The employment section works closely with the economic development section.

The emphasis of the section is on helping people find jobs in the private sector, including Band enterprises.

The section works through workshops and other consultative mechanisms to determine what employment opportunity needs the respective Bands in each district feel are appropriate to their communities. The section has begun meeting with the Canadian Employment and Immigration Commission to ensure that their programs are implemented in ways which meet local Band needs, and if necessary, to attempt to influence the redesign of program mandates to better meet local needs. The section encourages economic development programs to be responsive to employment as well as other economic needs. It also helps Bands investigate employment possibilities that might exist in the regular labour market of the private and public sectors.

A Pilot Branch Work Process has been developed to assist people to plan and coordinate services of all kinds that will in-

crease employment opportunities. This process is now being expanded beyond the pilot stage.

The section's activities support the Directional Plans orientation to participative planning, consultation, moral support, connecting and coordination.

TRAINING AND DEVELOPMENT

It is the function of the training and development section to aid in the training and professional development of Band leaders, members and staff who seek such assistance, and of the Region's own staff in the interest of continuously developing this staff into a more responsive, effective and efficient team to serve the interests of the Indian people. Band representatives and Regional staff are trained jointly where there are common needs and where this approach is considered to be appropriate by both groups.

The section does not undertake technical training. Rather it is oriented in its programs to training in managerial and administrative skill and approaches. Particular attention is paid to financial management and organizational development skills.

The section has begun a Human Resources Management Training Program through which has been undertaken an assessment of training needs. Both Band and Regional staff representatives were consulted during this assessment.

From the needs assessment, it was concluded that Band, District and Regional office employees could effectively meet together in Human Resources Management workshops. Such workshops are

being organized.

To increase the availability of training and development opportunities, training staff at the field level are being selected to provide such opportunities in their specific locations.

The section will continue to respond to requests for training and development assistance, will acquaint potential direct and indirect users with the services and will actively seek the advice of potential users as to what types of training activities are required.

The Training activities developed by this section will contribute to the meeting of the aspirations set out in the Directional Plan--cultural pride, economic self-sufficiency and social responsibility--by providing means through which Indian people can develop the skills necessary to achieve these goals in the complex society of today. The section will not thrust onto the Indian people particular leadership orientations--this would only be paternalism continued under a new more subtle guise--but will respond to requests for aid in developing those skills specified by Indian people to be necessary for meeting their particular goals given the realities of the larger society

Besides their primary role of skill development, the

training sessions are also seen as offering opportunities for both local leadership and regional staff to consider the implications of the Directional Plan for their respective work.

The training and development section's activities support the Directional Plan's orientation to consultation and connecting as well as to training.

LANDS, MEMBERSHIP AND ESTATES

The role of the Lands, Membership and Estates section is to help protect Indian land for the use of present and future generations of Indians. It is beyond the scope of the Region's mandate to act other than to support the Minister's trustee role, a role born in the treaties and formalized in the Indian Act. The protection role is seen as corresponding to the Directional Plan's prescription that: "Justice, not charity, demands Indian rights be respected in the letter, and in the spirit, of those treaties by which the Indians have given up the majority of their lands. The remaining lands must be respected as the cultural, economic, and social homes, not only of those Indians residing on the reserves, but also of those who have moved away."

The section will continue to advise Bands, in a consultant capacity, on matters involving their lands, leaving the ultimate decisions on such matters to the respective Bands and the Minister.

The section will continue to exercise vigilance, looking out for potential threats to Indian lands and advising the appropriate Bands accordingly.

The section will continue to play an advisory and supportive role in negotiations with external agencies, be they private or governmental at any level, and will support the Bands'

positions in their dealings, by giving further voice to the Bands' positions.

The section will continue and will increase, its training role in matters of legal and financial land-related negotiation so that the Bands and Associations can play even stronger roles in their own behalf.

These roles are in accord with the consultative, moral support and coordination roles prescribed (among others) for the Region in the Directional Plan.

INTERGOVERNMENTAL AFFAIRS

It is the function of the Intergovernmental Affairs section to aid Bands in ensuring that Federal and Provincial programs are coordinated and that these programs respect the aspirations and rights of the Indian people they affect.

Tripartite structures are being established, comprising representatives of both the Federal and Provincial Governments and the Joint Chieft of Ontario. This is an important shift away from purely Federal-Provincial structures which in the past have coordinated and scrutinized programs.

Four topics now have priority for consideration by the tripartite bodies being established: services to status Indian people, hunting and fishing, wild rice, and lands and resources.

A Social Services Review is now underway and has been designed to take the Directional Plan into account. The design provides for full Indian participation in the identification of needs and the methods to meet these needs. "Needs" are being considered fundamentally with no prior assumptions about what is needed, though in accord with the Directional Plan, consideration will be explicitly given to ways to replace the social assistance concept with concepts of social development and self-sufficiency.

Ongoing social indicators of use to Bands could be developed from this Review.

Natural resources which are being threatened immediately or potentially are being considered by a tripartite body. These resources include those which provide the basis for hunting, fishing, trapping, wild rice gathering and timbering. The concern that federal environmental protection legislation has taken precedence over treaty rights will be dealt with here, as will the need to develop protective measures against external threats to resources. This orientation supports the Directional Plan's orientation to economic self-sufficiency and respect of rights. These roles are in accord with the participative planning, consultation, moral support, and coordination roles prescribed in the Directional Plan.

ENGINEERING AND ARCHITECTURE

It is the function of the Engineering and Architecture section to contribute to Reserve development through providing aid in the provision of appropriate physical infrastructure to meet housing, protection, economic base and community service needs.

The section will continue to offer inspection services, at Band requests, to ensure health and safety standards are maintained.

The orientation of engineering and Architecture has shifted somewhat in recent years to the development of infrastructure appropriate to: local material resources, cultural and social traditions, and operation and maintenance constraints and opportunities.

The section is continuously working to provide training opportunities which match the local needs for operational and maintenance staff, these training opportunities being seen as having spinoff effects beyond the provision of local opportunities and skills to providing wider employment and mobility opportunities to those who wish such.

Technology is now seen by this section as being means to

meet social needs, and thus the integration of the planning process whereby such needs can be expressed and the best technological means to meet them found, is an important part of the Region's development in the direction set by the Directional Plan.

National programs related to the aspirations and perspectives presented in the general plan, such as the energy conservation program, will also continue to play a role in the section's approach to technological development.

The Directional Plan's orientation to self-sufficiency is supported by this section in its being available to design, with local consultation, infrastructure that contributes to individual and community level self-help (e.g., in terms of maintenance of buildings). A "practical" approach to the Engineering and Architecture role is now being taken.

These roles are in accord with the participative planning, servicing, consultation, and training roles prescribed in the Directional Plan.

FINANCE AND ADMINISTRATION

Besides its responsibilities internal to the Region's financial operations, the finance and administration section also assumes responsibility for aiding Bands in developing skills in financial management.

The section is responsible for forming a Band Financial Advisory Group from which there is located in each district a financial advisor available to all Chiefs, Councils and Band administrators. The financial advisors coordinate their activities with other advisors in the preparation of budgets and other financial documents.

Originally, the Band Financial Advisory Group had an audit function. This function is now carried out by independant accountants, leaving the Band Financial Advisory Group free to devote itself entirely to an advisory role. Such a changed role parallels the devolution of responsibility for activities from the Region to the Bands. As the Bands take on more responsibility they also are becoming more accountable for the management of the funds they receive from the Region, thus the need for strong financial management skills is growing as the directions indicated in the Directional Plan are followed.

The finance and administration section has also established a Budgeting and Forecasting Program through which Bands in each district are consulted on the budgets which should be developed and requested by the Region. In this way the Region is attempting to continuously adjust its programming to the expressed needs of the Indian people of Ontario and of individual Bands.

The finance and administration section's activities support the Directional Plan's orientation to participative planning, servicing, consultation, financial support, moral support, connecting and training.

INFORMATION SERVICES

In addition to its primary responsibility of providing information on Regional Activities to the media, educational groups and other interested parties, the information services section provides consultation, as requested, to Band officers and Indian Associations seeking assistance in developing their own information services.

As well, the section promotes the concepts developed in the Directional Plan to external audiences so that they may better understand the direction which the Indian people of Ontario are taking.

The information services section's activities support the Directional Plan's orientation to consultation, moral support, connecting and training.

REGIONAL PLANNING

The planning section provides consultation on planning to Bands and keeps Regional staff in regional and district offices informed of the planning decisions taken by Bands so that the Region can work with these plans in mind.

The planning section takes a comprehensive approach to planning. Planning is seen as involving the setting of community goals in all spheres, analyzing local and external factors which would pose opportunities or constraints to the realization of these goals, and the development of strategies for working toward the goals.

The planning section aids in the development of effective planning processes.

The section has also been producing physical plans for communities.

The planning section will continue to offer consultative services to Bands, as requested, on both the development of a locally appropriate planning process and on substantive information which the Band may require in the course of working through this process.

It is intended that the planning section will continue to be a resource to Bands as they develop their own plans. As the Directional Plan itself directs, these will be seen as having precedence over Region-wide or district level, directional plans.

The section is responsible for ensuring that these local plans are understood by all other sections of the Region and that means are found to coordinate Regional programs at all levels in a way which respects the Band plans.

The planning section will support the Directional Plan's orientation to participative planning, consultative, moral support, connecting, coordination and training.

CONCLUSION

All sections of the Region are consciously working toward meeting the general and specific requests set out in the Directional Plan. Collectively, the various sections carry out the roles specified under Ontario Course of Action in the Directional Plan as follows:

Ontario Region Sections	Roles to be carried out by Region as specified in Directional Plan							
	Participative Planning	Servicing	Consultation	Financial Support	Moral Support	Connecting	Coordination	Training
LOCAL GOVERNMENT			x		x	x		x
EDUCATION	x	x	x	x	x	x		
ECONOMIC DEVELOPMENT	x		x	x	x	x	x	x
EMPLOYMENT	x		x		x	x	x	
TRAINING AND DEVELOPMENT			x			x		x
LANDS, MEMBERSHIPS AND ESTATES			x		x		x	
INTERGOVERNMENTAL AFFAIRS	x		x		x		x	
ENGINEERING AND ARCHITECTURE	x	x	x					x
FINANCE	x	x	x	x	x	x		x
INFORMATION SERVICES			x		x	x		x
REGIONAL PLANNING	x		x		x	x	x	x

It can be seen that all sections include a consultation component as part of their roles, this reflecting the emphasis in the Region on devolving authority and responsibility away from itself and to Indian communities. This emphasis, as the Directional Plan puts it, is on aiding "Indian communities in their efforts to realize their aspirations." Only three sections are involved in providing direct servicing or in providing financial support. Nevertheless, it must be emphasized, the Region does not intend to renege on its commitments in these two areas.

TASK 1.1

OBJECTIVES FOR THE REGION / DISTRICTS

OBJECTIVES FOR THE REGION AND DISTRICTS ARE REFLECTED IN THE WORK PLANS. ALL RESPONSIBILITY CENTRES HAVE THEIR OBJECTIVES LAID OUT FOR 1978-79

COMMENTS AND STATUS

FURTHER WORK IS NEEDED BASED ON VARIOUS MODELS OF MANAGEMENT SUGGESTED BY STAFFORD BEER, JOHN FRIEDMANN, PETER BOOTHROYD, ETC.

FINE TUNING REQUIRED IN TERMS OF DIRECTIONAL PLAN AND FORTHCOMING WORK ON RESPONSE TO THE DIRECTIONAL PLAN.

OBJECTIVES COULD BE DEVELOPED AT DIFFERENT LEVELS OF SPECIFICITY AND ACTION.

BERTRAM GROSS' MODEL MIGHT BE USEFUL HERE.

DIFFERENT LEVELS:

- IDEALS
  - GOALS
    - OBJECTIVES
      - POLICY
        - PROGRAMS
          - PROJECTS

FURTHER WORK

DEVELOPMENT CENTRE SHOULD CONTINUOUSLY WORK IN ASSISTING THE FURTHER REFINING AND TUNING OF OBJECTIVES FOR THE REGION AND DISTRICTS.

REGION, DISTRICT AND BAND PLANS SHOULD BE REFLECTING A PATTERN OF LINKAGES AND FEEDBACK PROCESS.

JULY 28, 1978

BHOO P. AGARWAL

ONTARIO REGION

OPERATIONS FRAMEWORK

TASK 1.7

MANAGEMENT GUIDELINES

STATUS REPORT

JULY 31, 1978

I am sure most of you are familiar with the Ontario Region Guidelines. I believe the format was designed by Brian Bennett. It was intended that the Guidelines would be placed in a binder for easy reference by Departmental staff, Band Councils and Band staff.

The following three Local Government Guidelines have been completed: -

Local Government Guideline Number 1 -

- "Procedural Guidelines for Processing Band Council Resolutions"

Local Government Guideline Number 2 -

- "Capital Management System"

Local Government Guideline Number 3 -

- "Band Fund Budgets: Revenue and Capital"

I believe the only other guideline completed was by Gordon Miller, Information Services entitled

"Information Release and Communication with the News Media" and it is number IS 1.

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I personally feel that more use should be made of the guidelines as they are an excellent method of providing Departmental, Indian Association and Band staff with information. As further guidelines are prepared they would make a good base for a field manual. The Districts should be instructing the Bands to place the guidelines in a binder for easy reference. The guidelines are mailed directly to Districts, Indian Associations and Bands when completed. They are intended to explain procedurs, programs, Regional policy, etc.

I would like to recommend minor changes to the guidelines for your consideration that should improve their effectiveness.

1. Often when material of this type is mailed out to Bands it is not placed in a binder and is not available when required. As previously mentioned, Bands should be instructed to place all the guidelines in a binder.
2. There should be a central numbering system for guidelines from all programs. (Do away with the L.G. for Local Government). Using a central numbering system, if a Band receives guideline number 15, they would be made aware of any guidelines that were missing in their binder.
3. The guidelines should be numbered consecutively from number 1. When a guideline is revised, it should be numbered 1-1 for the first revision, etc.

.../3

4. An Index should be prepared listing the guidelines and it should be updated and mailed with any revisions, additions or deletions to the guidelines.

5. Consistency in the format is important if they are placed in a binder. Both sides of the page should be used.

6. Pages should be numbered 1 of 6, etc. including all attachments. This would ensure that the guidelines are not being used with some of the last pages missing.

7. Letters used to mail out guidelines or revisions should also be on the same colour paper.

8. To ensure consistency, the guidelines should be prepared by the Programs and the final product prepared and numbered by a co-ordinating unit.

E.W. Garand
A/Director
Local Government

July 28, 1978

SUBJECT: LOCAL GOVERNMENT -- CAPITAL MANAGEMENT SYSTEM	
EFFECTIVE DATE: September 7, 1977	NUMBER: LG #2
RELATED GUIDELINES:	FILE: 401/16-1-4

INDEX:

1. Background

2. Operations Framework

3. Rationale

4. Financial Considerations

5. Reserve Planning

6. Identifying Needs and Establishing Priorities

7. Events of Projects

8. Capital Planning Cycle

9. Capital Management Plan

1. Background

Prior to 1971 when the Band Capital Planning System was introduced, the Department had a five year forecast of requirements which could be justified to Treasury Board to obtain Capital funds. Capital funds were not allocated to Bands on a formula but rather on a project by project basis.

The major problem with the system was, in most instances, the lack of input at the Band level.

The inventory of needs or the Band Capital Planning System introduced in 1971 ensured that the Band input was available but did not provide for a method of distributing Capital funds other than the traditional method of the Department allocating funds to a project. This was found to be unworkable as some Bands would receive a large amount of funding for a major project which could be transferred to other projects. This also made the system far from equitable. An equitable method of distributing the Capital funds was therefore introduced for the Ontario Region in the 1975-76 fiscal year.

The inventory of needs introduced in 1971 was updated in the fall every year by the Band Council at the time they were advised of the funding they had for the next fiscal year. Consequently, the projects that were listed in the Band's five year forecast were in most cases only discussed with the Band once a year and did not allow the time required for planning, pre-design and designing of the project prior to the implementation. Any projects that had to be designed became an emergency to get them implemented during that fiscal year or they would be deferred until the next fiscal year with only the design being completed. The Band Capital Planning submissions were discontinued in 1976.
The five year forecast has deteriorated to such an extent that it cannot be justified to Treasury Board as a true picture of the Indians' needs. Many projects require T.B. program approval and as the projects are not identified and included in the Main Estimates, a special submission is required to receive approval. This consequently causes delays in implementing the projects.

It has therefore become evident that a capital management system has to be implemented for the Ontario Region to assure that the Department's obligation to Treasury Board is met.

2. Operations Framework

2.1 An operations framework brings together the elements of an integrated system for community development. It involves an inter-disciplinary approach utilizing several parts of a system including Local Government. It also includes Education and Economic Development programs.

2.2 The system includes projects and activities which come together in a Project Planning Framework. Specifically this guideline outlines

2. Operations Framework (continued)

Capital budgeting as related to projects which have a definable start and definable end. The start of the framework is the Band identification of need and determination of their priorities. The end of the framework is the evaluation of the project with Band input.

3. Rationale

3.1 To ensure that Capital projects are planned and organized by the Band to provide maximum benefits to the recipients for the cost of the project.

(a) To plan Capital projects that can proceed without unnecessary delays.

(b) To ensure that projects are properly planned so as to make for the maximum benefit of any additional funds that may become available on short notice.

(c) To enable the Department to advise Bands of anticipated available funding during the planning years.

(d) The phasing of projects to derive maximum benefits with available funds.

(e) An indication to Departmental Planners and Engineers as to when their input is required.

(f) For the Department to ensure that program approvals are available when the project is ready to proceed.

3.2 An accurate documentation of needs and costs that can be updated at regular intervals during the planning, design and implementation of the project.

(a) To justify receiving continued Capital funds from Treasury Board.

(b) To establish a basis to justify receiving additional funding from Treasury Board.

(c) A summary of essential information which can be updated as required.

(d) To establish a method of two-way communications between the Band and the Department on future projects.

(e) To ensure that projects forwarded to Treasury Board for inclusion in the Main Estimates have been identified and planned by the Bands.

4. Financial Consideration

4.1 The government budgeting system requires that certain procedures be introduced into the planning process and also determines how the program obtains authority and funds for its Capital plans.

4.2 Some of the more significant features of the system are as follows:

(a) Capital budgeting covers a six-year span, identifying:

- proposals for a given year (known specifically as the New Year, but often referred to as the Estimates Year), and for the ensuing four years;

- projects approved for the year preceding the New Year, known as the Current Year;

- other cost data.

(b) Treasury Board requires update of Capital projects on a regular basis. This system will permit this update of the Band requirements on a continual basis.

(c) Specific submissions to Treasury Board are required for all proposals, the total estimated cost of which is $1 million or more.

(d) Treasury Board authority is required on all projects costing over $250,000 or $100,000 for community centres.

(e) New projects are to be included in the Main Estimates update by the Band in September to receive approval.

(f) Funding and phasing changes in projects over $250,000 to be submitted on a quarterly basis.

(g) To introduce new projects over $250,000 only for the Main Estimates review unless there are emergencies for doing so and provided that, by rearranging priorities, the new project will be implemented in the next fiscal year.

In establishing this system and particularly by introducing the quarterly capital update, the Treasury Board recognized what may be called the "fluidity" of the Capital Management Process and the need for the Departments to have reasonable flexibility in managing their programs.

It is the intention for the Ontario Region to exercize this flexibility given the emphasis placed on the importance of planning particularly for major projects and projects of technical complexity.

4.3 It should be noted that the term "Treasury Board Approval" means approval in principle. It does not imply an allocation of funds, nor does it grant the authority to enter into a contract.

4. Financial Consideration (continued)

4.4 It will be an integral part of the development of Capital proposals to:

(a) Present an analysis including a costing of alternatives;

(b) Explore every possibility of cost-sharing projects, including cost-sharing with Indian Bands which have Band Capital funds.

5. Reserve Planning

5.1 A prerequisite to effective Capital management is a comprehensive Reserve plan, developed by a Band Council and in which the Community has participated. Such a plan is the base from which a capital program can evolve over a period of time.

5.2 The responsibilities of the Band Council are:

(a) to develop a Reserve plan;

(b) to involve the Band membership in this development and obtain its approval of the final plan;

(c) to record the approval of the plan in the Council minutes;

(d) to establish and adhere to procedures for amending a Reserve plan;

(e) to ensure that Capital projects proposed for the community are consistent with the approved Reserve plan.

5.3 The Departmental planning staff will assist the Band in the development of the Reserve plan and provide the technical expertise required.

6. Identifying Needs and Establishing Priorities

6.1 The responsibilities of the Band Council are:

(a) to identify all foreseeable needs;

(b) to determine priorities;

(c) to inform the Department of these priorities at times set by the Regional Capital planning calendar;

(d) to identify sources of funding to implement the projects selected.

7. Events of Projects

For a Capital project to provide the maximum benefits to the recipients, it must be planned and approached in an organized manner. The following events are the major steps in a well planned project:

7. Events of Projects (continued)

7.1 Identification and justification of need.

In this event, the Bands must identify and justify the need.

7.2 Set priorities

Once the Band have identified all of their needs, they have to determine the priorities of the needs of the Band members.

7.3 Concepts

Having set their priorities, the next major event is to determine the Band members' functional requirements or expectations from the project.

7.4 Pre-design or feasibility studies

In this event, functional requirements are translated into technical terms and a complete statement of project requirements is assembled from which design action can be implemented.

7.5 Funding identification

In this event, the Band identifies the proposed method of funding the project. The feasibility study has provided the Band with a cost estimate.

7.6 Design

In this event, the final design, specifications, bill of materials and cost estimates are completed and the method of construction is determined.

7.7 Confirmation of funds

In this event, the Band confirms the availability of funds based on an accurate pre-tender cost estimate.

7.8 Construction

In this event, the actual construction is carried out and the project is physically completed at the end of the construction.

7.9 Evaluation

In this event, the project activities are reviewed to determine their effectiveness and social impact.

8. Capital Planning Cycle

8.1 Band Council Responsibility:

(a) Projects are to be reviewed quarterly by the Band Council during the months of March, June, September and December. Costs and phasing to be updated at any time.

(b) New projects can be inserted into the Capital plan at any time by the Band. The Region will be forwarding the update to Headquarters every six months.

(c) The September update (Main Estimates) should have accurate costs for the following year's project.

(d) The December update will be a listing of the following year's projects and will be used by the District to prepare the Project Authorizations.

8.2 District Responsibility:

(a) Projects are to be reviewed by the Districts quarterly during the months of April, July, October and January and forwarded to the Region at the end of the above mentioned months.

(b) Comments for feedback to the Band shall be prepared by the District Management team, consolidated with the Regional comments and returned to the Band at the end of May, August, November and February.

8.3 Region Responsibility:

(a) Projects are to be reviewed by the Region quarterly during May, August, November and February.

(b) Comments and feedback for the Band shall be prepared and returned to the District at the end of the above mentioned months.

(c) Projects are to be updated and forwarded to Headquarters at the end of May and December.

(d) Region will comment to the Districts quarterly or when required on anticipated Regional subsidy for future years.

9. Capital Management Plan

9.1 Objective:

(a) With the implementation of a Capital Management System, all projects will be planned and developed in an organized manner. As an example, the following is what the Band should ensure is being carried out during the 1977-78 fiscal year:

9. Capital Management Plan (continued)

1. Implement the 1977-78 Capital projects.
2. Design the 1978-79 Capital projects.
3. Carry out feasibility studies or pre-design the 1979-80 projects.
4. Establish concept and funding for 1980-81 projects.
5. List future years projects.

(b) The following forms are included for use with this system:

Project Listing CMOR 1
Project Listing CMOR 1A
Band Budgeting Plan CMOR 2
Band Substantiation and Source of Funding CMOR 3
Departmental Comments CMOR 4

9.2 Project Listing CMOR 1:

(a) All Local Government projects are to be listed by the Band.

(b) A project number and description shall be allocated to a project when it has been identified by the Band. The District office will allocate minor project numbers and the Regional Engineering and Architecture Section will allocate the major project numbers.

(c) The total cost column shall be the total of all the columns.

(d) The expenditure to date column shall be all costs on that project prior to this fiscal year.

(e) The CY column is listing the Current Year projects. The Band's March update shall be the period when the projects listed shall change fiscal years. The costs in the Current Year column are separated between the Band's initial allocation and the Regional subsidy applicable, with the project amount being the sum of the two columns.

(f) The Band's March update is to be considered the beginning of the new fiscal year and the project adjustments made at that update.

(g) The N.Y. column lists the next fiscal year's projects to be implemented and should be designed during the Current Year. Funding for design should be included in the Current Year.

(h) The N.Y. +1 column should be projects that are presently in pre-design or feasibility study phases.

(i) The N.Y. +2 column lists projects for which the concept is being established and the funding is being identified.

(j) The N.Y. +3 and N.Y. +4 columns are future years projects and the cost is not divided between the Band's allocation and the Regional subsidy.

9. Capital Management Plan (continued)

(k) The future years balance column lists costs of identifiable projects contemplated by the Band.

9.3 Project Listing CMOR 1A:

(a) All the Band projects other than Local Government must be listed on this form.

(b) The projects listed on this form should include projects anticipated by the Band in Education and Economic Development activities.

(c) F.L.I.P. and L.I.P. projects should also be included to ensure that the projects are planned and ready to proceed with no delay should funding become available.

9.4 Band Budgeting Plan CMOR 2:

(a) Form CMOR 2 is to be completed quarterly or when required by the Band in conjunction with form CMOR 1.

(b) All amounts entered on this form only include the Band's share of the funding and do not include Regional subsidy.

(c) Column A should include advances in brackets; funds held in Regional Office for the Band's future use should also be listed.

(d) The Band's fiscal year allocation should be included in Column B.

(e) The total of Column A and B will be the balance available to the Band for projects and should be included in Column C.

(f) Column D is the total Band allocation for projects listed on form CMOR 1 for the applicable years.

(g) Column E is the balance or remaining funds available to Bands or advances in brackets. The balance amount is carried over into the next years Column A.

9.5 Band Substantiation and Source of Funding CMOR 3:

(a) Projects, when identified, must be substantiated on this form.

(b) A summary of the sources of funding for the total project must be listed on this form.

(c) Costs or phasing changes to a project must be substantiated on this form.

9. Capital Management Plan (continued)

9.5 (d) New information that would provide further justification for projects must be included on this form.

(e) It is not intended that every project be substantiated every quarter. It should only include projects that have a significant change from previous reports.

9.6 Department Comments CMOR 4:

(a) Departmental Responsibilities:

1. To recommend major proposals and forward them to Headquarters to be included in the Main Estimates.
2. To defer proposals which are inadequately described.
3. To reject proposals which are not consistent with program policies.
4. Establish projects that may have to be deferred to maintain the level of financial resources that the Region can reasonably anticipate being available as Regional subsidy.
5. The financial arrangements for sharing costs are examined and confirmed and arrangements for operational and preventive maintenance completed.
6. Any B.C.R.'s which may be required are received.
7. To request additional information on proposals that are not consistent with the Reserve plan.

(b) District Comments:

1. District comments are to be provided to the Region with the Band's submission and a copy returned to the Band at the end of February, May, August and November along with the Regional Comments form CMOR 4.
2. District comments should be prepared by the District Management team.
3. Comments are by exception and are only required on projects that have changes or additional information.

(c) Regional Comments:

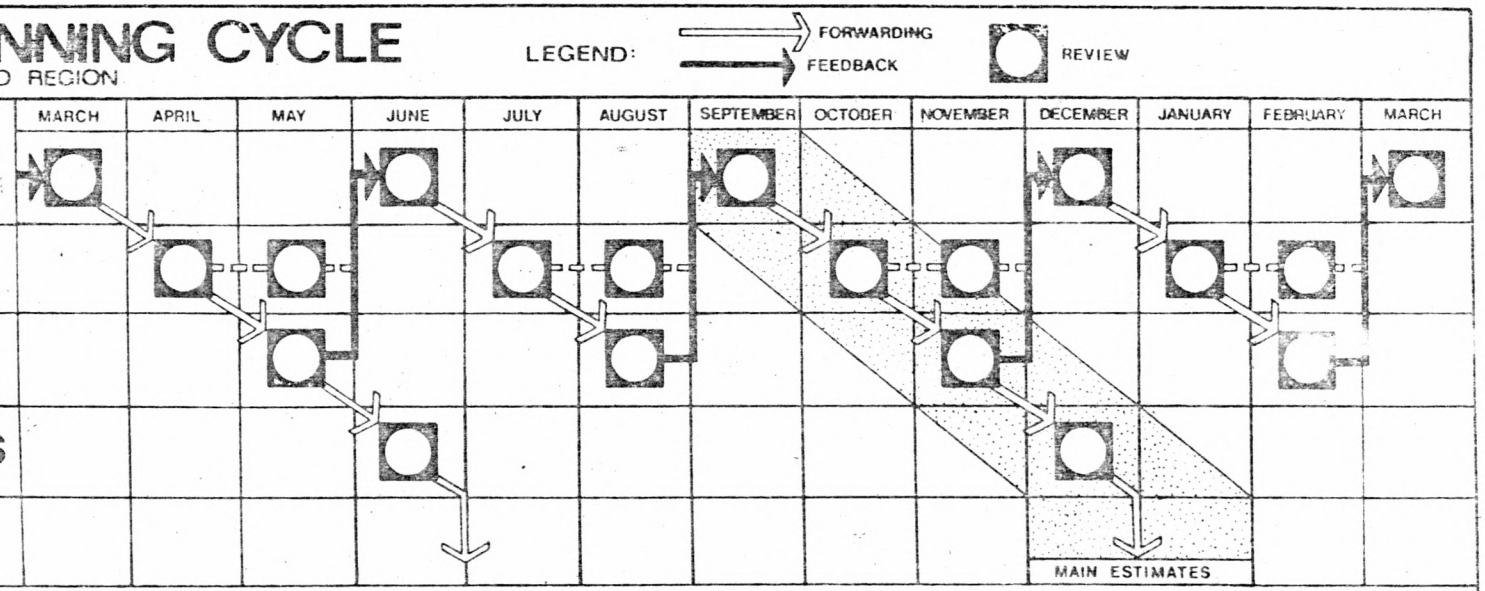
1. Regional Comments are to be provided as feedback to the District and Band.
2. Regional Comments will come from the Regional Management team.
3. Comments are by exception and are only required on projects that have changes or additional information.

APPROVED: A/for

Fred Kelly,
Director General,
Ontario Region.

CAPITAL PLANNING CYCLE

LOCAL GOVERNMENT - ONTARIO REGION



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CAPITAL MANAGEMENT PLAN • project listings

LOCAL GOVERNMENT – ONTARIO REGION

BAND: _____ DISTRICT: _____ DATE: _____ PAGE ___ of ___ FORM CMOR 1

PROJECT NUMBER	PROJECT DESCRIPTION	TOTAL COST	EXPEND. to DATE	CY		NY –		NY + 1		NY + 2		NY + 3	NY + 4	Other Year's Balance
				Band Allocation	Reg. Subsidy	Band Allocation	Reg. Subsidy	Band Allocation	Reg. Subsidy	Band Allocation	Reg. Subsidy			

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CAPITAL MANAGEMENT PLAN • project listings

LOCAL GOVERNMENT – ONTARIO REGION

BAND: _____ DISTRICT: _____ DATE: _____ PAGE ___ of ___ FORM no. C.M.O.R. no **1a**

PROJECT NUMBER	PROJECT DESCRIPTION	SOURCE OF FUNDING	TOTAL COST	EXPEND. to DATE	CY	NY	NY+1	NY+2	NY+3	NY+4	Other Years Balance

CAPITAL MANAGEMENT PLAN • band budgeting plan

LOCAL GOVERNMENT - ONTARIO REGION

BAND: _____ DISTRICT: _____ DATE: _____ PAGE ___ of ___ FORM C.M.O.R. 2

YEAR	A CARRYOVER from PREVIOUS YEAR	+	B INITIAL BAND ALLOCATION	=	C AVAILABLE FUNDING	−	D FUNDING REQUIRED FOR PROJECTS	=	E BALANCE	F COMMENTS
C.Y										
N.Y										
N.Y + 1										
N.Y + 2										

NOTE: All amounts should be band portion of funding only.

( ) negative amounts represent advances.

Column D - Projects listed on C.M.O.R. 1 is the total Band Allocation for applicable years.

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CAPITAL MANAGEMENT PLAN • Band substantiation

LOCAL GOVERNMENT - ONTARIO REGION

BAND: _____ DISTRICT: _____ DATE: _____ PAGE ___ of ___ FORM C.M.O.R. 3

PROJECT NUMBER	PROJECT DESCRIPTION	PROJECT SUBSTANTIATION & FUNDING SOURCES (Use as many lines as necessary)

CAPITAL MANAGEMENT PLAN • departmental comments

LOCAL GOVERNMENT - ONTARIO REGION

BAND: _____ DISTRICT: _____ DATE: _____ PAGE ___ of ___ FORM C.M.O.R. 4

PROJECT NUMBER	PROJECT DESCRIPTION	DISTRICT COMMENTS (Use as many lines as necessary)	REGIONAL COMMENTS

ljw 7

TASK 1.4

DISTRICT DEVELOPMENT PLANS (PHYSICAL AND SOCIAL DEVELOPMENT PLANS)

STATUS

DISTRICTS HAVE WORK PLANS BUT NO DEVELOPMENT PLANS BASED ON DEVELOPMENT PLANS FOR EACH COMMUNITY.

DEVELOPMENT PLANS ARE MOSTLY IMPLICIT.

DEVELOPMENT PLANS SEEM TO HAPPEN THROUGH VARIOUS PROJECTS PLANNED.

PHYSICAL AND SOCIAL DEVELOPMENT PLANS ARE NOT CLEARLY LINKED.

CONCEPT OF COMPREHENSIVE PLANNING HAS STILL NOT CAUGHT ON.

FURTHER WORK IS IN PROGRESS ON PHYSICAL AND SOCIAL DEVELOPMENT PLANS IN EACH DISTRICT.

COMPREHENSIVE PLANNING

IT TAKES INTO ACCOUNT PHYSICAL, SOCIAL, ECONOMICAL AND CULTURAL DEVELOPMENT OF COMMUNITIES.

COMPREHENSIVE PLANNING INCLUDES:- DETAILED PLANS INDICATING COMPLEXITY.

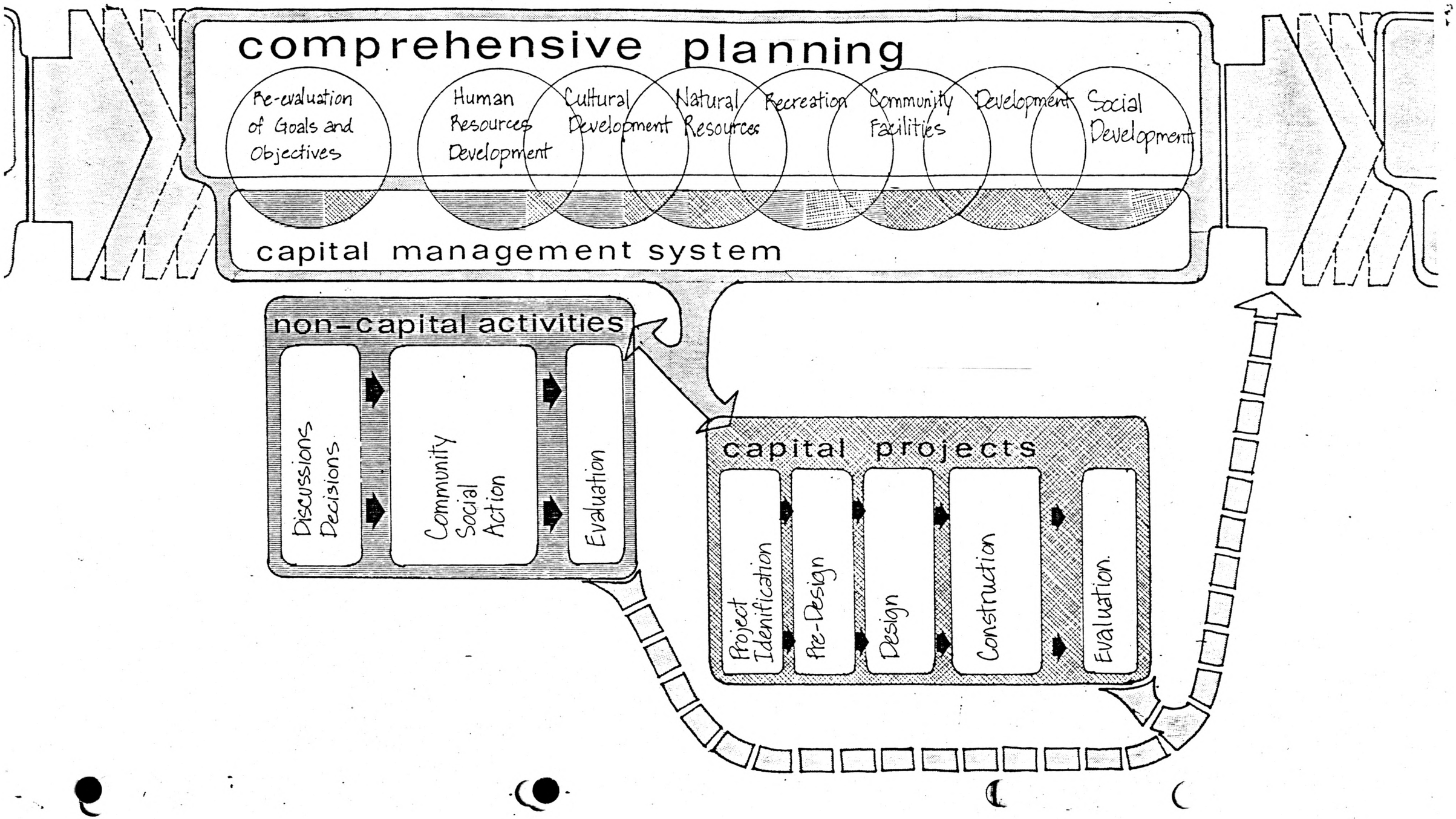
:- FLEXIBLE BUT FIRM ENOUGH

:- IDENTIFYING ALL INPUTS

:- IDENTIFYING MEASURES OF PERFORMANCE OR SUCCESS

:- IDENTIFYING PROCESS

A COMPREHENSIVE PLANNING MODEL WAS PREPARED AT THE SUDBURY MEETING OF PLANNERS WHICH IS ATTACHED.


comprehensive planning
Re-evaluation of Goals and Objectives
Human Resources Development
Cultural Development
Natural Resources
Recreation
Community Facilities
Development
Social Development
capital management system
non-capital activities
Discussions Decisions
Community Social Action
Evaluation
capital projects
Project Identification
Pre-Design
Design
Construction
Evaluation.

FURTHER ACTION

AS PART OF THE WORK PLAN, EACH DISTRICT SHOULD IDENTIFY THE VARIOUS COMMUNITIES WHERE COMPREHENSIVE PLANS ARE UNDER WAY AND ALSO THE PROCESS OF REACHING SOCIAL DEVELOPMENT GOALS.

ALSO EACH PLAN SHOULD IDENTIFY THE COMPONENTS AND PROJECTS FITTING INTO THE WHOLE PUZZLE.

TARGET DATES SHOULD BE ESTABLISHED FOR EACH PLAN.

THE RESOURCES FOR THE SUCCESS OF EACH PLAN SHOULD ALSO BE IDENTIFIED.

JULY 28, 1978

BHOO P. AGARWAL

Group Examination of Tasks

The group was divided into 4 smaller groups who were to adopt the role of consultants and to examine each of the 4 elements in the task in terms of:

a) Implications for Region, Districts, Bands;

b) Advice to presenter and total group re concept (s);

c) To raise any concerns, questions or ambiguities which they might have concerning the elements.

Issues and concerns are recorded here and were to form the basis of action planning on day 2.

TASK I: PLANNING FOR THE REGION

1.3 - Response to Directional Plan (Owen Anderson)
1.1 - Objectives of the Region/Districts(Bhoo Agarwal)
1.7 - Management Policies/Directives (Bill Garand)
1.4 - District Development Plans (Bhoo Agarwal)
(physical and social development plans - overview)
- Continuity (John Conduit)

Response to 1.3:

Group 1

Implications of Directional Plan

1. Cost of training high - recognize this to ensure success.

2. Communication must be to Band level - readily understandable.

3. Plan set by ORLC
   - who is responsible for community communication.

4. Modification of Directional Plan will occur based on needs.

5. HQ Implications?
   - all Regions to use Directional Plan?

6. ADVICE
   - Regions need to approach HQ re Info requests (time lost).
   - Charts/graphs to be set up with visual aid aspects of communities considered.
   - Chart of Band interface - Band Govt. interorganizational relationships.

7. Document: "Response to Dir. Plan" - Will this be distributed in training books?

8. What are implications of mixing management styles?
   e.g. laissez-faire & autocratic clash.

9. Objective setting. How to mesh govt. & Band objectives?
   e.g. Housing/$ available.

10. Actual Ops. Control.- Does it exist? How to set up? Audits are after the fact.

Response to 1.1:

Group 2

Implication

- Explicit objective setting will require new responsibility for successful completion.
- No current regular reporting system of value.
- Presentation: rhetoric vs reality.

Advice

- Clarify Directional Plan - translate to work 1.
- Planning needs to begin at the top and work down Band -> District ->
- Links between liaison on Council - ORLC.
- Demystification of planning.
- Commitment - training (IMPAACT).

Concerns

- Region is a resource centre and a court of higher judgements (decisions with Districts in absentia).
- Not even assoc. presidents understand elements of the directional plan.
- Band is base of all activity (Fred Kelly).

Questions

- How to keep goals realistic and meaningful - resources.
- Priorities - reaching a consensus.

Response to 1.7:

Group 3

Management Guidelines

a) Implications
Region/Districts/Bands

- Devote time to the process
- Education for use
- Continual updating
- Modicum of flexibility necessary
- Client input essential & explicit
- Need for clarity (is it a guideline or the bible?)

b) Advice

- Seek District inputs before preparing guidelines & what guidelines should be prepared.
- Overall priorization of guidelines preparation.

c) Concerns

- Indexing desirable
- Group manual by Programs

Response to 1.4:

Group 5

District and Regional Plans

a) Definition

- Presentation did not provide definition.

Should be:

Regional - statement of management, policy, direction.

District - statement of program and service delivery responding to Bands needs.

b) - provides for an organized and regular input from Bands.
- Dept. can be more responsive to Bands needs through an integrated planning process.
- the concept should make planning more explicit (formally documented).

c) - presentation appears to be jargonism.

& d) - on planning team model left out - D.M. & Band.
- relationship between Band level & program planning needs to be clearly defined.

Continuity (John Conduit)

1. QUESTION - "What is the role of the Director of Operations in this Operations Framework vis-a-vis the new Co-ordinator"?

2. You left the concept of "accountability" & "responsibility" very vague!

3. The Director of Operations should now be considering the next stage of the Operational Planning Framework against the background of financial restraint.

4. What commitment can you get from acting players.

TASK II - DECISION MAKING

The elements in the Decision Making Task are:

2.2 Delegation of Authority - John Anderson
2.3 Reports to Management - Gordon Mullin
2.4 Forward Agenda - Gordon Mullin
2.5 Program Managers' and District Managers' Desk Book - Ted Morton
2.6 District and Regional Plans - Bhoo Agarwal
(budgeting, planning and planning teams in districts)

Each manager responsible for an element of the Decision Making Task made a presentation to the total group. The basic material presented follows. In addition, groups examined each element by responding to the questions below:

(a) What is it (definition)
(b) Three ways in which the concepts/systems are useful
(c) Major concern or ambiguity
(d) Major piece of advice in use of concept/system

Group 1

Response to 2.2

- One day: Agree - D.S.A. + G.C.R. = 2

- Reading material before training (invitation/circulation + 14 days)

- Approval of O & M Band Council Resolutions (at district)

- Concern of B.C.S. Commitment Certificate Numbers at $100.00 (systems overload)

(a) What is it?

Catalogue of essential reports required by regional management

(b) Three ways in which the system/concept is useful.

- Accountability
- Statistical purposes
- Degree of implementation

(c) Concern or ambiguity.

- No central receiving point to compile, analyze, interpret data
- Are there other reports (B.F.A. reports) missing
- REason for request - why's

(d) Advice.

- Request only what is to be used
- Feedback from recipient to sender. Is it okay?
- Compilation of all program reports by program so sender has a benchmark
- Whether and when computerized

Group 3

Response to 2.4

- With a forward agenda, the agenda should be able to be produced before Friday noon.

- A forward agenda should be able to identify significant items and eliminate the bring and brag

- Operations Framework tasks - one per week - should be set as a forward agenda item and laid out several meetings in advance

- Agenda should be out by Wednesday prior to meeting

- Forward agenda kept and maintained by executive assistant to the Director of Operations

- Agenda setting - once a forward item reaches the agenda, it should follow the standard set by "Meetings, Bloody Meetings"

- Task operaters must assume responsibility for ensuring their presentation is made - no more spoon-feeding

Group 4

Response to 2.5

(a) What is it?

Weight of paper framework related to over-all operations

(b) Three ways in which the system/concept is useful.

- Disseminating information
- Training tool
- Good reference to operations

(c) Concern or ambiguity.

- Distribution
- Time and resources for updating (constant updating, deletion of redundant information system and do)
- Size

(d) Advice.

- Ensure book is used.

Group 4

Response to 2.6

- Are plans to be developed for the whole district or for bands individually?
- There is a need to emphasize "social planning"
- Management must have a greater involvement in the planning process
- Should district liaison councils have a formal input into the development of district plans?
- Target dates and time-frames essential to implement the process (whose to be held accountable to meet the time-frames)
- Is "joint accountability" really appreciated

DELEGATION OF SIGNING AUTHORITIES

STATUS REPORT

1. NEW DELEGATION DOCUMENT HAS BEEN APPROVED BY THE DEPUTY MINISTER AND IS NOW IN THE MINISTER'S OFFICE AWAITING HIS APPROVAL AND SIGNATURE.

2. DELEGATION IS FROM THE MINISTER. NO ONE ELSE "DELEGATES" SIGNING AUTHORITY; A MANAGER HOWEVER CAN WITHDRAW A SUBORDINATE'S SIGNING AUTHORITY OR LIMIT IT.

3. DRAFT UPDATED DOCUMENT TO BE CIRCULATED FOR INFORMATION PURPOSES ONLY.

4. MANAGEMENT SERVICE CONTRACTS:

   - THE REGIONAL DIRECTOR GENERAL'S LIMIT OF APPROVAL IS $15,000 AND AN ASSISTANT REGIONAL DIRECTOR'S IS USUALLY $5,000.

   - SERVICE CONTRACTS FOR MORE THAN $15,000 MUST BE APPROVED BY HEADQUARTERS.

5. TRAINING DAY RE SIGNING AUTHORITIES IS BEING PLANNED. TO BE HELD AS SOON AS POSSIBLE IN SEPTEMBER 1978 AFTER MINISTER ISSUES UPDATED DOCUMENT.

J S Anderson

J. S. ANDERSON
A/DIRECTOR
FINANCE & ADMINISTRATION
ONTARIO REGION

JULY 27/78

DECISION-MAKING PROCESS
TASK 2.2 (1.2.1.) - G. MULLIN
REPORTS TO MANAGEMENT - ESSENTIAL

FINANCE

Variance Report:

O & M and Capital:

In 1978-79, the familiar D.S.S. computer print-out system will form the basic report to be used to compare budget to actual and predicted expenditures. The now familiar variance report will be required from districts at month 6 and on a monthly basis thereafter. It appears that this system will remain for this year even though the B.C.S. computer system should be operational soon.

Budget Control System:

This regional DIAND computer print-out system is expected to start about September 1978. The print-out will be sent to districts with a blank forecast column to be completed by the districts and returned to regional office. It is anticipated that the capital system will operate in a similar manner.

Manpower Utilization Report:

This report prepared and distributed by Finance Section is required on a quarterly basis. It is a joint Finance and Personnel measurement tool to update man-year usage as well as project usage for the whole year. It is designed to illustrate budgetted man-years against actual strength by responsibility centre, by activity, and program.

EDUCATION

Quarterly Statistics Report:

Comprehensive Program Data Report
(Under Revision as Education Project)

IA 352: Monthly Post-Secondary Cumulative Statistical Report

Capital Management System:

Regional Project Planning and Management Working Form (being considered as a quarterly means of districts reporting progress on minor projects to R.O.)

Continuing Education Information System:

This computerized reporting system on post-school financial and nominal roll statistics is presently being developed nationally with regional input and will replace the IA 352 and probably part of the Quarterly Statistical Report.

LOCAL GOVERNMENT

Physical Development Program Report:

This report is required on a quarterly basis. District report covers the housing, roads, water and sanitation, electrification, and other band facilities in terms of progress on construction starting dates and completions.

ECONOMIC DEVELOPMENT

Indian Economic Development Loan Report:

Each district submits a report showing the status of I.E.D.F. loans each month.

Management Team Reports:

Each Superintendent of Economic Development submits a written and verbal report of district Economic Development activities (including employment) for meetings of the Economic Development Management Team every two months.

GENERAL

Monthly District Managers' Reports:

At present, this is a narrative report submitted to the Director of Operations each month. It covers district issues, new developments, urgent concerns and plans.

*There are some questions as to the use that is made of these reports and suggestions that their greatest value is to the District Managers themselves as a review mechanism. There are also suggestions that part of the report should be a checklist type of report which would serve as an indicator of progress.

Weekly Management Committee Meetings:

One District Manager reports to the committee each week.

DECISION-MAKING PROCESS

TASK 2.2 (1.2.3) - G. MULLIN

Forward Agenda

The purpose of the forward agenda is to identify which future events or topics will require Regional Management Committee review at regular intervals throughout the year or at some point in the future.

A wall chart should be prepared by the person responsible for preparing the agenda.*

Some categories of forward events might be:

1) items presented to the Management Committee during Round Table Presentations which members intend to raise at a future meeting;

2) District Manager rotational visits;

3) Operations Framework Implementation Reports;

4) fixed dates recurring annually - i.e. Program Work Plans, special meetings, etc.

5) operational or policy items which are raised at a meeting but which need further study or consideration by the group or a special committee;

6) special committee reports - i.e., accommodation, native employment, administrative centre, equal opportunities, staffing review, etc.;

7) special guests and/or topics.

*Items to be included on the wall chart should be subject to final approval for inclusion on the forward agenda by the Director-General or the Director of Operations unless approved by a majority vote of the Management Committee.

TASK # 2.2

DESK BOOKS

July 1978

TASK # 2.2

DESK BOOKS

ORIGINAL DEFINITION:

Developing a planning framework for each program and/or operation. Each operating unit should identify and make explicit its planning framework. It should include:

- statement of Core functions
- work flow and decision process
- methodology for planning and for planning indicators
- projects
- human resource management
- budget
- synopsis of broader plan
- articulation of role and tasks in the Annual Planning Cycle.

TASK MEMBERS: A. Yuile, T. Morton, M. Philip
(Luidmanis, Ashkewe, Stewart)
(Atkinson, Anderson (J))

APPROACH:

Desk Books from Lands and Personnel were taken for experimental purposes; DESK BOOKS were prepared for these two areas, representing a PROGRAM and a SECTION and used by other PROGRAMS and the DISTRICTS as an example.

PROCESS:

The Regional Management Committee approved the attached TABLE OF CONTENTS.

TABLE OF CONTENTS

A. STATEMENT OF CORE FUNCTIONS

B. ORGANIZATION CHART - DESCRIPTION OF UNIT

C. RESOURCES (MAN-YEARS AND DOLLARS FOR CURRENT YEAR)

D. PROJECTS (ONGOING AND SPECIFIC)

E. WORK-FLOW AND DECISION PROCESS IN FLOW-CHART FORM

F. DESCRIPTION OF THE MEANS WHEREBY PLANS ARE PREPARED AND A LIST OF INDICATORS WHICH DEMONSTRATE WHETHER PLANS ARE ON COURSE OR NOT.

G. SYNOPSIS OF BROADER PLAN
ie. A STATEMENT OF THE REGIONAL OBJECTIVES AND THE PARTICULAR PROGRAM MANAGER'S STATEMENT OF HOW HE WILL CONTRIBUTE TO THE ACHIEVEMENT OF THOSE OBJECTIVES.

H. CHART OF ROLE AND TASKS ON A MONTHLY BASIS

DESK BOOKS "COMPLETED" TO DATE:

PROGRAM DESK BOOKS:

LANDS,MEMBERSHIP & ESTATES

PERSONNEL

EDUCATION

ENGINEERING

TRAINING & DEVELOPMENT

ECONOMIC DEVELOPMENT

FINANCE

LOCAL GOVERNMENT

DISTRICT DESK BOOKS:

FORT FRANCES

NAKINA

KENORA

SUDBURY

PETERBOROUGH

SIOUX LOOKOUT

DESK BOOKS "NOT COMPLETED" TO DATE:

PROGRAM DESK BOOKS:

INFORMATION SERVICES

DISTRICT DESK BOOKS:

JAMES BAY - NEW COMPLETION DATE: AUG.14

LAKEHEAD - NEW COMPLETION DATE:JULY 31

BRANTFORD - NEW COMPLETION DATE:JULY 31

LONDON - NEW COMPLETION DATE: AUG. 30

*** Desk Books are never "completed". They change and are updated continually. For example, as new variance reports are prepared, they should be inserted. Similarly, organization shifts occur and should be reflected by new organization.

FUTURE:

It is recommended that all programs/sections/districts update/create their DESK BOOKS to reflect WORK PLANS for 1978-79 and to facilitate completion of this task, the documentation of the Operations Framework.

TASK 2.6

DISTRICT AND REGIONAL PLANS (BUDGETTING, PLANNING AND PLANNING TEAMS IN DISTRICTS)

THIS SEEMS TO EMPHASIZE THE PLANNING PROCESS AND PLANNING TEAMS.

PLANNING IS ONE WAY OF TRYING TO COPE WITH OR LIVE WITH SOCIETAL COMPLEXITY.

IT IS NOT A WAY OF ELIMINATING THE COMPLEXITY.

COMPLEXITY NEEDS TO BE ENRICHING RATHER THAN DESTROYING.

PLANNING IS DYNAMIC AND LOOKS AT TWO ASPECTS OF COMPLEXITY:

:- REGULABLE - RELATIONSHIPS THROUGH TIME WHICH HAVE CONTINUITY, EXPECTEDNESS, RELIABILITY AND STABILITY.

:- TURBULENCE - UNPREDICTABLE, UNANTICIPATABLE AND UNLOCATEABLE SOURCE OF CHANGE.

PLANNINS IS - A LEARNING PROCESS

- A TRANSFORMING PROCESS

IT DEALS WITH - SOCIAL REALITY

- EMERGING REALITY (CHANGES)

IT IS A SYNTHESIS BETWEEN - THESIS

- ANTI-THESIS

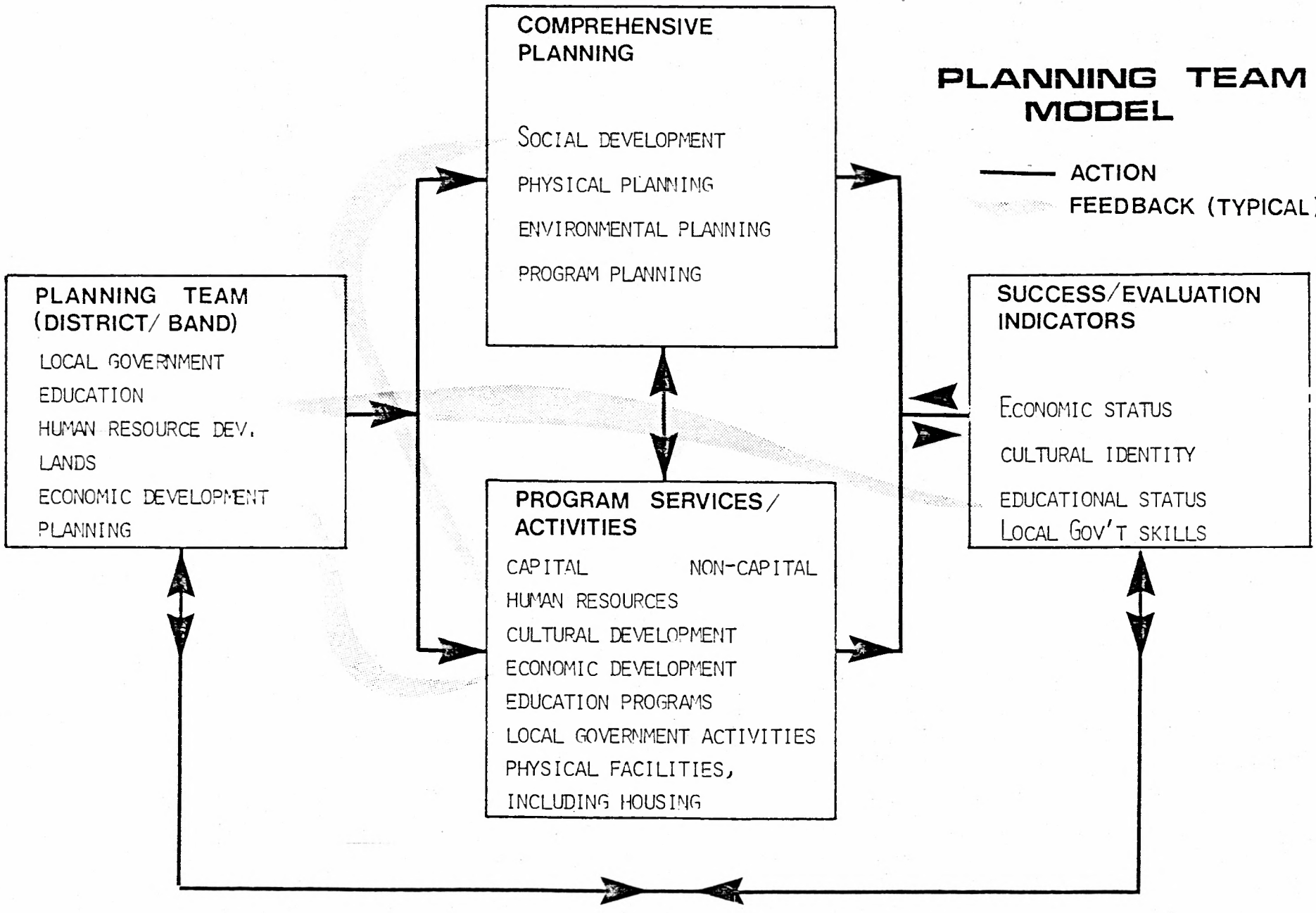
PLANNING IS A SHARED FUTURE

STATUS OF THE TASK

MOST OF THE WORK PLANS DO INDICATE - EFFORTS AT PLANNING

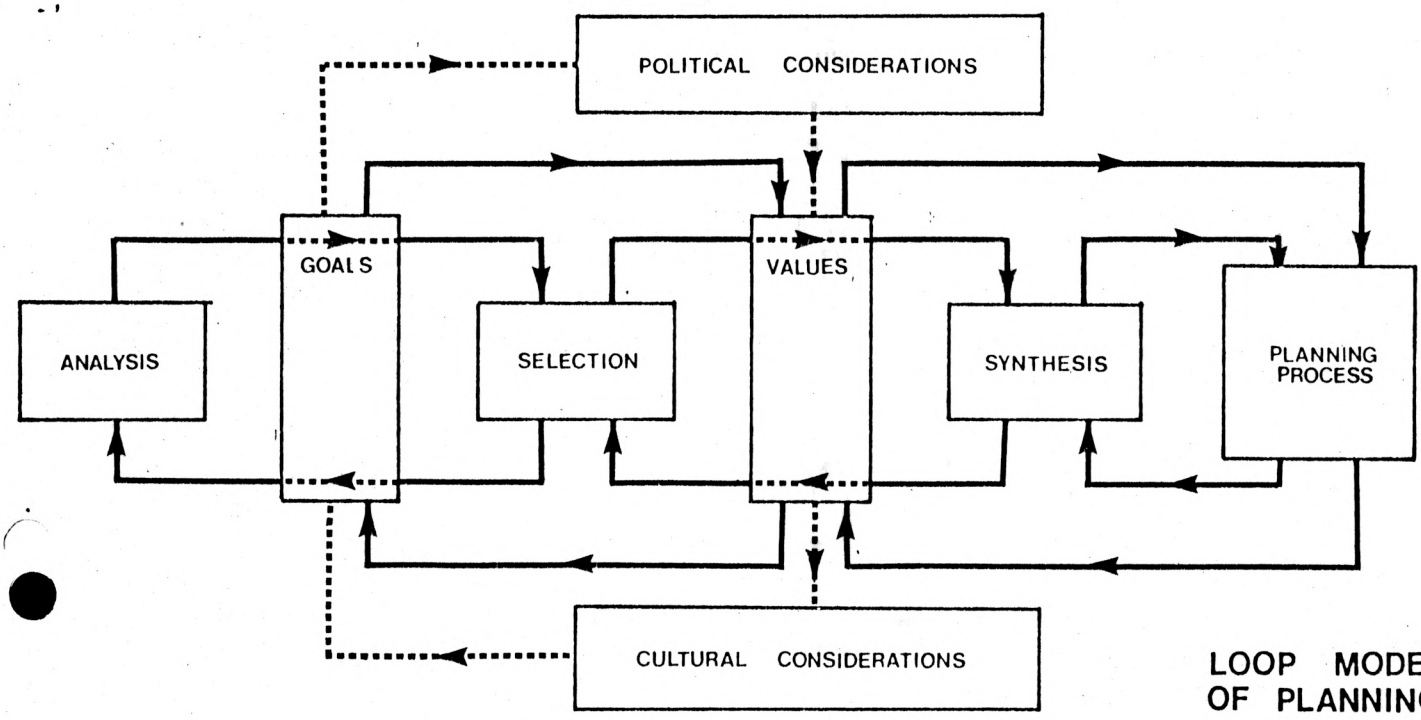
- IMPLICIT PROCESS
- IMPLICIT TEAMS
- AD HOC ASSIGNMENTS
- MANY TIMES LACK CLEAR CUT TARGETS
- LACK CRITERIA FOR SUCCESS

PLANNING TEAM MODEL



MODE

SIMPLE PLANNING MODEL IS INDICATED IN FIGURE 1.



LOOP MODEL OF PLANNING

A COMPREHENSIVE DYNAMIC PLANNING TEAM MODEL IS GIVEN (FIGURE 2)

THE SALIENT POINTS ARE:- EMPHASIZE INTERRELATIONSHIPS

:- EMPHASIZE OVERLAPPING TASKS

:- EMPHASIZE COMMONALTY OF RESOURCES

:- EMPHASIZE DYNAMISMS OF THE PROCESS

:- EMPHASIZE THE UNDERSTANDING OF COMPLEXITY

:- EMPHASIZE EVALUATION OF PERFORMANCE

:- EMPHASIZE PLANNING TEAM RATHER THAN MEMBERS OR LEADER

Further Action

Further work on district and regional plans.

Specific responsible person to be identified.

Project planning teams to be identified.

Specific assignments to be made explicit.

Whole process to be made explicit and commonly understood.

July 28, 1978

Bhoo P. Agarwal

TASK III - PROJECT PLANNING FRAMEWORK

3.1 Status Report - Gordon Conquergood
3.4 Inventory of Projects - Frank Bradley
3.5 Reporting System - Frank Bradley

TASK VII - HUMAN RESOURCES DEVELOPMENT

7.1 H.R.M. Region, District, Band - Dan Patterson
7.2 Communications - Joan Dunn

Tasks of presentations above follow as a basis for further study and development by members of the Regional Management Committee and their respective management teams.

Four groups assuming the role of consulting teams examined the elements of Tasks III and VII in terms of two questions:

(a) How is it (the element) working at Region, District and Band levels; and

(b) List questions and concerns and provide any advice you believe would be helpful.

Response to 3.1

(a) How is it working?

(1) Region - Saskatchewan adopting with modifications
(2) Districts - Hasn't been presented in all districts (no time frame)
- Formalization, step-by-step approach helpful
(3) Bands - Band training required now

- Who is now responsible for system?

- When will system be explained at each band level?

- Is the system adequate to have an effective meeting control over D.P.W.M.P.S.

- Capital should be tied into Budget Control System.

- Simple explanation of G.S.C.V.R.

Response to 3.4

(a) - Has not been implemented save in Economic Development

- Uniforming reporting

- Allocative - man-years
  - dollars
  - time

- Some projects were dropped

- Other projects refinanced

- Provided analytical rational for freezing new projects

- Model used in economic development being studied for possible implementation by other programs (education)

(b) - How will inventory of projects fit into Operations Framework (time frame)

- Fit with comprehensive planning

- Should be done across all programs

- Two level implementation (District, Region, Band)

Response to 3.5

Reporting Systems

- The rationale for a reporting system should be explicit

- Variance report is a $ report on projects - it should include physical measurement of work done

- Pre funding of projects - planning, architecture etc. should be included

- Quarterly reporting on projects by Band & district not perfect but living up to expectation. Time (1 year) experience will reduce the problem

- Evaluation: $/unit
  cost-benefit analysis

- Change name to information system

- Realistic assessment of info needs to assess current report and any proposed new reporting

- Definitions must be explicit and used uniformly

Response to 7.1

Human Resources Development

Staffing

Question

1) What direction is staff training going (need to reassess).

2) Level of District - Reg. input

3) Is cost; lack of pers. training - PSC

4) No clear budget picture - money just not available

5) Impaact, HRD - phase - can now be passed on to bands - training staff as well

6) Comment on actual alloc.

7) Is training staff a self-serving org.? (invest interest).

7.2 Communications (Joan Dunn)

To elicit data on the communications flow within the Ontario Region a Communications Questionnaire has been designed and tested. The Questionnaire was distributed to participants for completion.

It is planned to administer the Questionnaire on a phased basis to all levels of staff. The information obtained will be analysed to determine the areas in need of improvement to develop an effective dissemination flow.

TASK 3.1
JULY 31, 1978

PROJECT DEFINITION AND PURPOSES

BASIS: AN ALTERNATE DEFINITION, THAN EXPLAINED AT LENGTH IN THE PROJECT MANAGEMENT SYSTEM MANUAL, FROM ANOTHER AUTHOR.

A. PRIMARY PURPOSE

.1. TO PROVIDE A BASIS FOR PROJECT APPROVAL

.2. TO CONFIRM APPROVAL THROUGH A DETAILED PLAN

B. SECONDARY PURPOSE

.1. TO ESTABLISH AN ACHIEVABLE PERFORMANCE OR MATERIAL SPECIFICATION

.2. TO ESTABLISH REALISTIC SCHEDULES AND ESTIMATES

.3. TO ENSURE CONSIDERATION OF EXOGENOUS FACTORS

.4. TO PROVIDE A BASIS FOR WORK ALLOCATION AND CONTRACTING

MASTER PLANNING CHECK LIST (MPCL)

OBJECTIVES

FOR ALL ASPECTS OF THE PROJECT TO:

1. IDENTIFY OBJECTIVES, TASKS, COSTS AND SCHEDULES.
2. PROVIDE A BASIS FOR MONITORING AND CONTROL OF PROJECT.
3. REPRESENT APPROVED UP-TO-DATE PROJECT PLAN.
4. IDENTIFY AUTHORITIES AND RESPONSIBILITIES OF PARTICIPANT ORGANIZATIONS.

MASTER PLAN OUTLINE - A 9 POINT SYSTEM

1. SUMMARY
2. TECHNICAL REQUIREMENTS
3. MANAGEMENT PLAN
4. DEVELOPMENT TEST AND EVALUATION PLAN
5. PROCUREMENT, PRODUCTION, AND INSTALLATION PLAN
6. LOGISTIC SUPPORT PLAN
7. MANPOWER PLAN
8. TRAINING PLAN
9. FACILITIES AND CONSTRUCTION PLAN

../2

CONTENTS OF MASTER PLAN

1. SUMMARY

   A. PROJECT OBJECTIVE
   B. BACKGROUND
   C. DESCRIPTION
   D. WORK BREAKDOWN STRUCTURE
   E. MANAGEMENT STRUCTURE
   F. MASTER SCHEDULE
   G. FUNDING PLAN
   H. GOVERNMENT RESOURCES PLAN

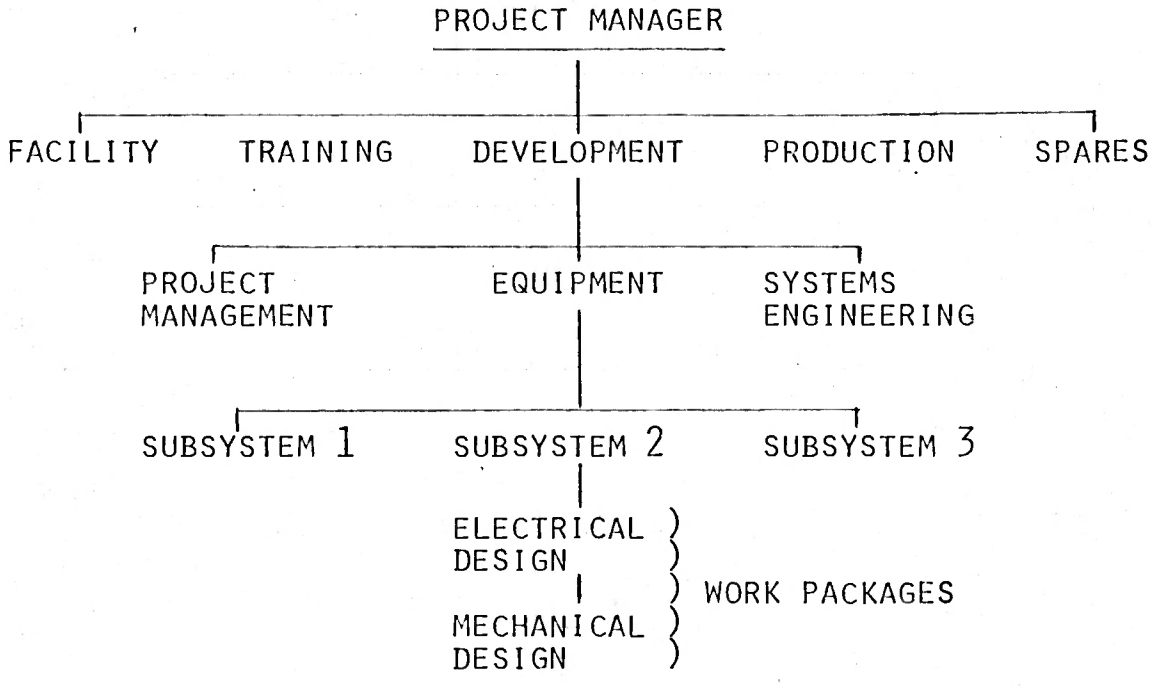
2. TECHNICAL REQUIREMENTS

   A. MISSION OBJECTIVES
   B. OPERATIONAL CHARACTERISTICS
   C. DESIGN REQUIREMENTS
   D. DESIGN SPECIFICATIONS
   E. TEST SPECIFICATIONS

CONTENTS OF MASTER PLAN (CONT'D.)

3. MANAGEMENT PLAN

A. WORK BREAKDOWN STRUCTURE



(A BASIS FOR COSTING AND CONTROL - A "WHAT" CHART - WHAT MUST BE DONE - INCLUDES HARDWARE, SOFTWARE AND SERVICES.)

B. RESPONSIBILITY ASSIGNMENT MATRIX

(ORGANIZATIONAL STRUCTURE)

WORK BREAKDOWN STRUCTURE	ENGINEERING	RELIABILITY	ETC.--
1			
2			
3			
4			

CONTENTS OF MASTER PLAN (CONT'D.)

C. PROJECT MANAGEMENT ORGANIZATION

D. CHARTERS - (WHO ARE GUYS, WHAT DO THEY DO.)

E. PROJECT MANAGEMENT INFORMATION SYSTEM (PMIS)

F. CONFIGURATION MANAGEMENT PLAN

G. QUALITY ASSESSMENT PLAN

4. DEVELOPMENT, TEST, AND EVALUATION PLAN

5. PROCUREMENT, PRODUCTION, AND INSTALLATION PLAN

A. WORK BREAKDOWN STRUCTURE

B. RESPONSIBILITY ASSIGNMENT

C. TASK DESCRIPTIONS

D. COST PLAN

E. SCHEDULE PLAN

F. GOVERNMENT RESOURCE PLAN

G. CANADIAN MAKE OR BUY PLAN

6. LOGISTICS SUPPORT PLAN

A. OPERATIVE LEVEL OF SUPPORT

.1. OPERATIONAL MAINTENANCE
.2. INTERMEDIATE
.3. DEPOT

B. MAINTENANCE (- WHO, HOW FREQUENTLY)

C. DATA

D. SUPPORT EQUIPMENT

E. SCHEDULE AND COST PLAN

CONTENTS OF MASTER PLAN (CONT'D.)

7. MANPOWER PLAN

   A. GOVERNMENT MANPOWER REQUIREMENTS

      .1. DEVELOPMENT AND PRODUCTION SUPPORT

   B. BAND MANPOWER REQUIREMENTS

      .1. DEPLOYMENT MAINTENANCE
      .2. DEPLOYMENT OPERATION

8. TRAINING PLAN

   A. PERSONNEL

   B. MANUALS

   C. COST AND SCHEDULING

9. FACILITIES AND CONSTRUCTION PLAN

   A. FACILITIES REQUIREMENTS

   B. CONSTRUCTION PLAN

THE PROJECT MANAGEMENT SYSTEM

IS A GUIDELINE THAT HAS BEEN

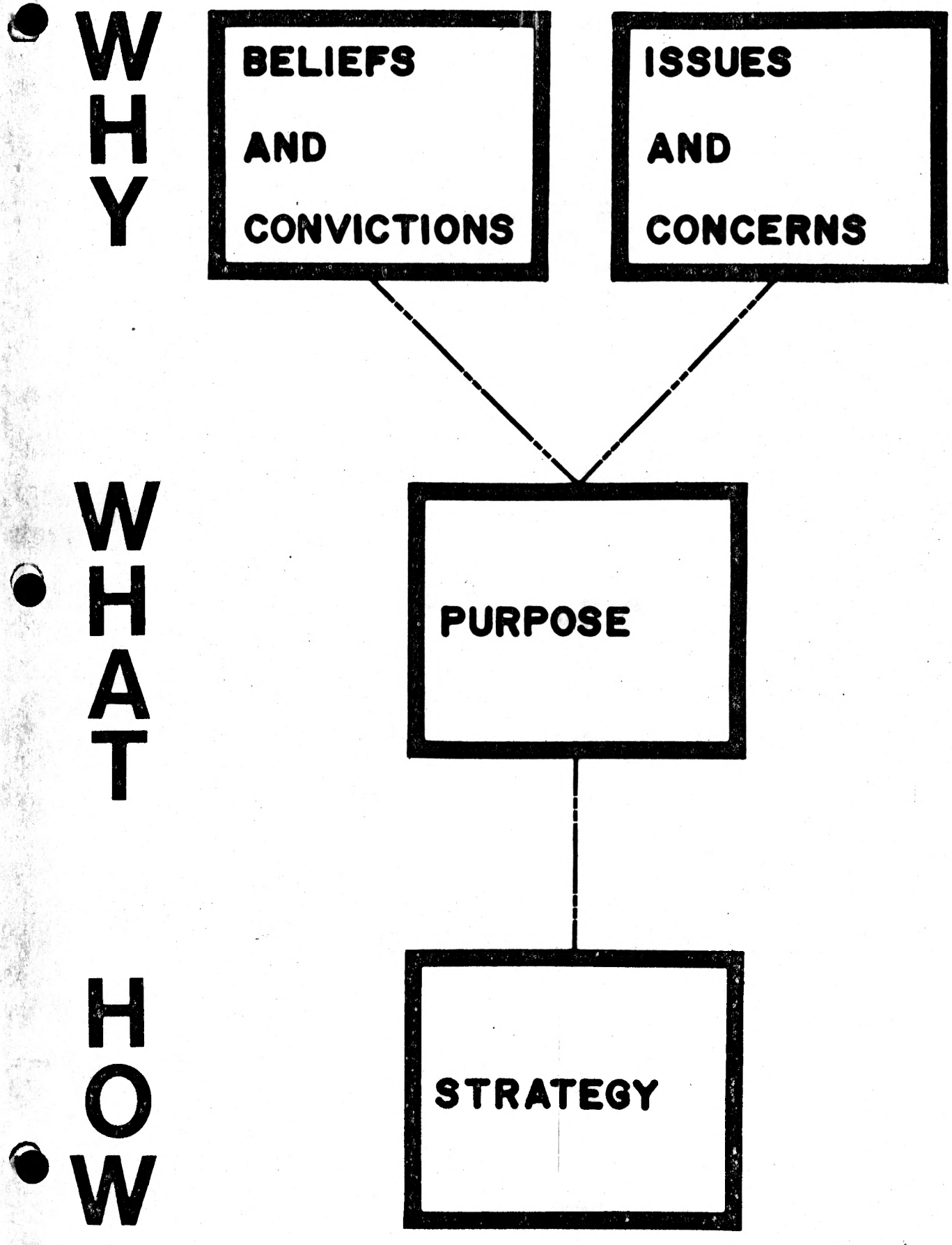
DEVELOPED TO ASSIST THOSE WHO

WISH TO INITIATE A PROJECT, AND IS

ORGANIZED AROUND THE STAGES OF

MANAGERIAL REVIEW AND EVALUATION.

THE PURPOSE OF THE PROJECT PLANNING FRAMEWORK IS TO ENSURE THAT PROJECTS, EITHER CAPITAL OR MAINTENANCE, MEET A MINIMUM SYSTEM OF REQUIREMENTS IN BOTH DEVELOPMENT AND IMPLEMENTATION.


WHY
BELIEFS AND CONVICTIONS
ISSUES AND CONCERNS
WHAT
PURPOSE
HOW
STRATEGY

GOAL

A DECISION TO UNDERTAKE A PARTICULAR COURSE OF ACTION WITHIN A SPECIFIC TIME PERIOD.

Strategy Components

1. PERSONNEL (STAFF, CONSULTANTS)

2. FUNDS (WHAT SOURCE)

3. FACILITIES AND EQUIPMENT

4. TIME (START AND END)

5. ORGANIZATIONAL SUPPORT

6. PROGRAM

7. FOLLOW-UP AND REASSESSMENT

Indian - Inuit Affairs

Ontario Region

Report to the Management Committee

July 31, 1978

TASK: Inventory of Projects

STATUS: Inventory of Economic Development projects taken during the spring of 1977, but not formally updated since then. Some other sections have Lists of projects included in their Desk Book. No overall inventory of projects yet performed.

PROGRESS TO DATE: No activity since the last Operations Framework Review meeting on January 30, 1978.

FUTURE FOR TASK: It would seem this task can go one of two routes, if the compiling of an inventory of all the projects of the Program in Ontario is to be completed. The two routes are:

1 - ensure that each Desk Book includes an updated listing of all projects for that area of responsibility. An overall listing could then be pulled together from time to time as required.

2 - establish an operating system by April 1, 1979 that uses existing tools (e.g. Capital Management System, Band Work Process, M.I.S. the computer, District Councils, etc.) to provide field-level management information upon which decisions and action and evaluation can be taken. One of the outputs of information would be project inventories.

COMMENTS: My personal opinion is that route #1 will provide little useful information to the reader: on the other hand, a list could be produced relatively quickly.

My bias is in favour of the more difficult route #2 because, properly established such a system:

(1) should provide management information to Bands whether the Department has District offices or not;
(2) should allow Bands to compile their long-range plans in a systematic way; and
(3) should allow governments (not just this Department) to co-ordinate their funding response in support of some of the Band's long-range plans.

Indian - Inuit Affairs

Ontario Region

Report to the Management Committee

July 31, 1978

Reporting System

TASK: Reporting System. Name should be changed to Information System.

STATUS: New task.

PROGRESS: Economic Development devised a manual information system and tested it on a pilot basis in 1977. The system required more work before it could be computerized and linked in properly with Finance and Personnel. This manual system did allow Economic Development to produce a detailed inventory of projects, a manpower plan, and other program improvements. A staff member from Economic Development was identified to follow this system to implementation, but he has since been assigned other duties. No action since June 1977.

FUTURE: To be clarified in August 1978.

COMMENTS: In my opinion, Ontario Region has the tools at hand to develop and implement an appropriate Information System by April 1, 1979. It is also my opinion, that if Ontario Region procrastinates they are likely to find Headquarters implementing an information system that is not so appropriate.

By appropriate I mean a system that deals with discretionary spending of the Department and that takes into consideration at least the following points:

(i) output of the system must be field-oriented to assist the local manager (Band or District) make better decisions;

(ii) the system should serve as a gathering mechanism to assist Bands come to grips with their long-term plans and to lay out clearly where the Department should be carrying out their advocate role for Indian aspirations;

(iii) the system would provide a focal point for the identification of jointly negotiated goals and objectives;

(iv) the system should provide information to managers (Band, District, HQ, others) to appraise the performance of individuals, programs, responsibility centres, departments and other;

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COMMENTS: (Cont'd)

(v) the system should be controlled by the Finance section so that they carry out their proper monitoring and financial control roles. By corollary, this allows Advisors time to advise, Clerks to clerk and Managers to manage, etc.

(vi) the system should encourage and reward improvements in planning, accountability and a partnership approach to development. It should also encourage and reward getting rid of useless reports and simplifying, standardizing and reducing the number of government forms.

Some of the tools which we have at hand would include Capital Management System, ORLC, MIS, computer space, human resources, Band Work Process, the operations framework, the manual Economic Development system, network of field Advisors, etc.

In my opinion the Department should know what plans the Band have which request governmental assistance, should be able to not only identify what Band plans the Department is financially assisting but also what Band plans the Department is indirectly assisting by allocating staff time (advisory, advocacy or other). The Department, of course, should also know what Band plans were not being supported and why not? An appropriate Information System would provide such information on request of the user.

Finally, this Information System should prove a valuable tool in beginning to come to grips with Socio-Economic Development, in co-ordinating the government support of Indian initiatives and in encouraging greater Indian control of their own destiny.

Frank Bradley
Regional Co-ordinator
Employment Programs
Ontario Region

NOTES TO REGIONAL MANAGEMENT COMMITTEE
OPERATIONS REVIEW
GENEVA PARK
JULY 31, - AUGUST 1, 1978

TASK VII: HUMAN RESOURCES DEVELOPMENT

7-1. Human Resources Development - BAND - DISTRICT - REGION.

Training and Development is being carried out in the Region to bring about a collaborative planned effective work effort towards implementation of the Directional Plan and to enhance the organizations Human Resource capability.

In response to increasing demands for stepped-up efforts for band and staff training, the Ontario Region has set up a Training & Development section. This section is responsible for overall co-ordination and implementation of Regional objectives related to band and staff training. A prerequisite of all training and development activities is involvement of both bands and staff in the process, thus, facilitating joint consultation, planning, implementation, and evaluation.

NEEDS IDENTIFICATION

In order to accomplish this task a comphrehensive needs assessment was conducted last summer to determine the needs in Human Resources Management. The needs assessment clearly demonstrated the requirement that band, district and regional staff meet together sc that on integrated human resources management strategy can be accommodated within the activities of these three levels of operations.

PHASE ONE

The first phase of the Human Resources Management Program is complete. Four residential Training Programmes have been conducted, handbooks have been produced outlining the material covered inculding the review of the tasks associated with the Operation Framework and the Directional Plan and action Planning.

PHASE TWO

The next stage in the task of Human Resources Development is seen to be the development of management skills and the strengthening of links among bands and staff in order to bring the Directional Plan into reality. This will also facilitate the partnership concept embodied in the Cabinet statement on Government Indian Relationships.

A pilot training program was carried out in the London District in July, 1978. Presently a four day workshop is being developed in collaboration

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with bands in the Peterborough District. In this approach two-thirds of the participants are comprised of chiefs, councillors and band staff and one-third comprised of Departmental staff. Other districts have been invited to participate.

RESPONSE TO THE DIRECTIONAL PLAN

The training activities development by this section will contribute to meeting of the aspirations set out in the Directional Plan - cultural pride, economic self-sufficiency and social responsibility - by providing means through which Indian people can develop skills necessary to achieve these goals in the complex society of today. It will respond to requests in developing those skills specified by Indian people to be necessary for meeting their particular goals.

REGIONAL GOALS

To facilitate the achievement of regional goals which are explicit in the work plan, Departmental staff are being trained in the areas of accountability, financial responsibility, decentralization, native involvement and equal opportunities. As well staff are being selected and trained at the field level to assume the additional responsibility of carrying out staff training and development in their specific location. The use of an assessment centre to determine high potential employees who wish to determine their strengths and areas for improvement will be operational this year.

HUMAN RESOURCES DEVELOPMENT - AN ONGOING TASK

The task of Human Resources Development will be an ongoing process evolving as needs change.

DRAFT #1

TO : MANAGEMENT COMMITTEE MEMBERS

RE : MANAGEMENT COMMITTEE AGENDAS - G. MULLIN

FROM : TASK 7.2 COMMITTEE, COMMUNICATIONS (INTERNAL)

Your committee has attempted to review the presentations we have all heard or witnessed in the tremendous range of items presented by the management team over the past few months. We are certain that all of you have reflected on the value of discussion when certain items have been introduced.

This report is a conscientious effort on the part of your committee to analyse what your reaction may have been to some matters raised; to review our own collective thoughts on appropriate agenda items; and to attempt to outline more specific guidelines for future meetings. We invite your comments on these guidelines and any suggestions, either regarding the elimination of some suggested topics, or other items you think should be considered for inclusion.

Five Guides in Considering Items for Inclusion:

1. Do you have a valid purpose for presenting the item, or is it being introduced just for the sake of ensuring your program or service section is heard?

2. Can a decision be reached by the responsible party to eliminate the need for a group decision?

3. Would a meeting of less than the whole group resolve the problem, thus, not wasting the time of the whole group?

4. Would a report attached to the agenda serve your purpose?

5. Is the topic such that the information, developments or plans can best be evaluated by debate, discussion, questioning, or concensus from the group as a whole?

Five Guides for the Round Table Items:

1. Urgent matters developing too late for the formalized agenda may be introduced.

2. Items other than 1) above should take no longer than two minutes.

3. Items other than 1) above should be for information only (i.e., no response expected).

4. Items could include past or future items such as staff changes, field trips of an unusual nature or which would interest other managers, special meetings, innovative projects, concerns, agenda items to be introduced in future meetings, requests, reports and other announcements.

5. The chairman should decide whether time will permit question and answer periods on round table matters, or whether interested members should raise these with the presenter outside the meeting.

Five Guides for Formal Agenda Items:

1. Define the specific purpose of introducing your topic:

   - to elicit group analysis of a problem
   - to generate creative alternatives from the group
   - to obtain a decision from management decision
   - to inform (what, why, when, where, etc.)
   - to generate improved integration of all managers into a team
   - to assess impact of your topic on other programs
   - to obtain agreement in principle

2. Topics should be presented in a logical sequence leading toward the objective for which it was presented. Handouts may be of assistance to all.

3. Where the objective requires a decision or analysis, the sponsor should provide recommendationsor alternatives he or she feels are appropriate.

4. Time limits should be applied to the meeting and agenda items. Agenda items should be timed in proportion to their relative importance.

5. District Manager reports should receive priority of early presentation and be free of time limits.

Examples of Formal Agenda Items

1. Review and Approval of the Minutes of the Previous Meeting

2. District Manager's Report

3. Special Guest Presentations

4. Directives and Policy Letters from Headquarters

5. Financial Directives, Budget Cycle, etc.

6. Program Operation Policy Matters and Reports

7. Operations Framework

8. Task Reports

9. Issues

10. Planning Announcements

Suggestions gratefully received.

Committee - J. Dunn
G. Mullin
S. Preiss

4. FINANCIAL PLANNING FRAMEWORK

4.1 FINANCIAL INFORMATION SYSTEM.

THE DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT IS CURRENTLY IN THE PROCESS OF REVISING ITS FINANCIAL INFORMATION SYSTEM. THE PREVIOUS SYSTEM WAS SUPPLIED TO US BY THE DEPARTMENT OF SUPPLY AND SERVICES. THE PROBLEM WITH THE STATEMENTS THAT WERE PRODUCED BY D.S.S. IS THAT THERE WAS INADEQUATE INFORMATION AS TO WHAT FUNDS WERE COMMITTED BY THE VARIOUS AREAS.

THE BUDGETARY CONTROL SYSTEM IS DESIGNED TO PROVIDE BOTH HEADQUARTERS AND THE PROGRAM MANAGERS WITH INFORMATION AS TO THE FUNDS AVAILABLE AT ANY PARTICULAR POINT IN TIME IN EACH AREA UNDER A MANAGER'S RESPONSIBILITY. IF A MANAGER USES THE SYSTEM AS CONCEIVED IT CAN BE A VALUABLE TOOL IN MANAGING THE RESOURCES ALLOCATED TO HIM OR HER. BY COMMITTING FUNDS AS EARLY AS POSSIBLE, THE MANAGER CAN USE THE FINANCIAL SYSTEM TO ASSIST THEM IN ESTABLISHING PRIORITIES. THIS IS ESPECIALLY IMPORTANT WHEN THE RESOURCES AVAILABLE ARE DIMINISHING RAPIDLY.

4.2 COMPUTERIZATION

THE DEPARTMENT IS CURRENTLY INVOLVED IN FOUR COMPUTER RELATED SYSTEMS. THESE ARE:

1. PERSONNEL INVENTORY SYSTEM
2. DATA STREAM
3. INDIAN ECONOMIC DEVELOPMENT LOAN FUND
4. BUDGETARY CONTROL SYSTEM.

1. THE PERSONNEL INVENTORY SYSTEM

THIS SYSTEM RECORDS INFORMATION REGARDING THE POSITIONS ESTABLISHED IN THE DEPARTMENT AND INFORMATION AS TO INCUMBENT AND CLASSIFICATION.

2. DATA STREAM

THIS PROVIDES INFORMATION AS TO THOSE INDIVIDUALS WHO MAY QUALIFY FOR VACANCIES AS THEY OCCUR.

3. INDIAN ECONOMIC DEVELOPMENT LOAN FUND

THIS SYSTEM WAS DESIGNED TO KEEP TRACK OF EACH LOAN AND THE STATUS OF THE LOAN.

4. BUDGETARY CONTROL SYSTEM

AT THE PRESENT TIME THIS IS A FINANCIALLY-ORIENTED SYSTEM. THE INITIAL FUNCTION IS TO CONTROL THE BUDGET AND RELATED COMMITMENTS AND SPENDING AGAINST THOSE BUDGETS. HEADQUARTERS HAS PLANS TO EXPAND THIS SYSTEM TO PROVIDE PROGRAM MANAGERS WITH OTHER DATA RELATING TO THEIR OPERATIONS.

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4.3 MANUALS

THIS MATERIAL WILL BE PRESENTED

ON

FLIP CHARTS

4.4 MANAGEMENT INFORMATION NEEDS

ONE OF THE MORE POSITIVE ASPECTS OF THE BUDGETARY CONTROL SYSTEM IS THE FACILITY TO DESIGN THE REPORTS TO SUIT THE NEEDS OF THE VARIOUS PROGRAM MANAGERS. ALTHOUGH THIS FEATURE OF THE SYSTEM IS NOT CURRENTLY AVAILABLE IT IS ANTICIPATED THAT AFTER THE START-UP PROBLEMS HAVE BEEN RECTIFIED THAT WE WILL BE ABLE TO ACCESS THIS FEATURE. IN ORDER TO ENSURE THAT REQUESTS RECEIVED HAVE AS WIDE AN APPLICATION AS POSSIBLE, REGIONAL OFFICE HAS ESTABLISHED A COMMITTEE TO SCREEN THESE APPLICATIONS.

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4.5 ADMINISTRATION FUNCTIONS

STRINGENT TREASURY BOARD RESTRAINTS BACKED BY THE SCRUTINY OF AUDITOR GENERAL'S AND D.S.S. AUDITORS, IS EMPHASIZING A REQUIREMENT ON ADMINISTRATIVE PERSONNEL TO DO THINGS ACCORDING TO THE BOOKS.

IN THE PAST FEW YEARS TREASURY BOARD HAS EITHER CHANGED PROCEDURES OR ADOPTED NEW PROCEDURES IN THE AREAS OF CROWN-OWNED LIVING ACCOMMODATION, VEHICLE ADMINISTRATION, OFFICE ACCOMMODATION. TELEPHONE ADMINISTRATION AND ACQUISITION OF OFFICE FURNITURE.

IN ADDITION THE DEPARTMENT OF SUPPLY AND SERVICES HAS REVISED THEIR SUPPLY PROCEDURES AND HAS INSTITUTED A COMPUTER-CONTROLLED ORDERING SYSTEM. ALSO THE DEPARTMENT OF PUBLIC WORKS, IN APPLYING THE PROVISIONS OF THE TREASURY BOARD GUIDE ON THE ADMINISTRATION OF OFFICE ACCOMMODATION, HAS ALSO REVISED THEIR PROCEDURES.

THE RESTRAINTS AND CHANGES THAT HAVE OCCURRED, COUPLED WITH A FAIRLY HIGH TURNOVER OF STAFF, POINTS UP A REQUIREMENT TO ADHERE TO THE BASIC PRINCIPLES OF ADMINISTRATION I.E., FORESIGHT, ECONOMY, FLEXIBILITY, CO-OPERATION, COMMUNICATION, CO-ORDINATION AND SIMPLICITY IN ORDER TO GAIN FULL BENEFIT OF THE ALLOTTED RESOURCES.

IN THE PAST YEAR DISTRICT VEHICLE FLEETS HAVE BEEN UP-GRADED AND/OR ENLARGED, OFFICE ACCOMMODATION IS CONTINUALLY BEING IMPROVED, AS IS THE COMMUNICATION NETWORK.

UP-DATED CENTRAL REGISTRIES WITH OPEN SHELF FILING ARE NOW THE STANDARD IN DISTRICTS, AND HEADQUARTERS HAS LAUNCHED A PROJECT TO IMPROVE THE FILE INDEXING SYSTEM.

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4.5. ADMINISTRATION FUNCTIONS (CONT'D)

THERE IS STILL A REQUIREMENT IN THE REGION FOR IMPROVED RECORD MANAGEMENT, ESPECIALLY WITH RESPECT TO THE PROPER DISPOSAL OF LARGE HOLDINGS OF DEAD FILES. THE EXPERTISE REQUIRED TO INITIATE AND DEVELOP THIS PROJECT MAY HAVE TO BE GOTTEN BY RAISING A POSITION FOR A REGIONAL RECORDS OFFICER.

ONE OTHER AREA WHICH HAS RECEIVED THE ATTENTION OF AUDITORS IS IN REGARD TO MATERIEL MANAGEMENT. HOWEVER, ATTENTION OF DISTRICT MANAGEMENT TO THIS PROBLEM RECENTLY, HAS RESULTED IN THE UPDATING OF INVENTORY RECORDS, AND RECOGNITION OF THE REQUIREMENT FOR CONTROL.

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4.6 THE FINANCIAL CYCLE

THIS MATERIAL WILL BE PRESENTED

ON

FLIP CHARTS

4.7 FINANCIAL ORGANIZATION

THE ASSISTANT DEPUTY MINISTER - FINANCE AND ADMINISTRATION - HAS RECOGNIZED THE PROBLEM THAT EXISTS WITHIN THE FINANCIAL STRUCTURE IN OUR DEPARTMENT. THERE ARE AREAS THAT ARE HANDLING CONSIDERABLE SUMS OF MONEY YET THE RESPONSIBLE FINANCIAL OFFICER, IS AT AN AS-3 OR CR-5 LEVEL. BECAUSE OF THE VARIOUS CHANGES GOVERNMENT WIDE, SUCH AS:

1. THE AUDITOR GENERAL'S MANDATE TO AUDIT VALUE FOR MONEY
2. THE LAMBERT COMMISSION CRITICISMS OF CONTROL OF GOVERNMENT FINANCES
3. CREATION OF THE CONTROLLER GENERAL'S OFFICE

EACH DEPARTMENT IS RESPONDING BY STRENGTHENING ITS FINANCIAL UNITS. THE ONTARIO REGION IS RESPONDING TO THESE FORCES BY THE CREATION OF A FINANCIAL PLANNING UNIT WHICH WILL PROVIDE BETTER INFORMATION TO BOTH OUR PROGRAM MANAGER AND THROUGH HEADQUARTERS TO TREASURY BOARD.

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4.8 FINANCIAL TRAINING

THE EMPHASIS IN FINANCIAL TRAINING AT THIS TIME IS RELATED TO THE SUCCESSFUL IMPLEMENTATION OF THE BUDGETARY CONTROL SYSTEM. REGIONAL OFFICE FINANCE STAFF HAVE VISITED EACH OF THE DISTRICT OFFICES AS A FOLLOW UP TO THE INITIAL TRAINING SESSION GIVEN IN TORONTO. AFTER SOME OF THE START-UP PROBLEMS HAVE BEEN SORTED OUT WE INTEND TO HAVE A FOLLOW-UP SESSION. PREFERENCE HAS BEEN GIVEN TO HOLDING THE TRAINING AT DISTRICT IN ORDER TO MEET THE UNIQUE REQUIREMENTS OF EACH LOCATION.

BECAUSE ACCOUNTABILITY IS THE FIRST PRIORITY AS IDENTIFIED BY THE O.R.L.C. WE WILL CONTINUE TO HAVE INSTRUCTION RELATED TO INCREASING THE CAPABILITIES IN THIS AREA.

WE ARE ALSO ATTEMPTING TO PROVIDE OUR OWN STAFF WITH UPGRADING THROUGH THE USE OF EXTERNAL COURSES AND IN HOUSE SEMINARS.

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4.9 BAND FINANCIAL ADVISORS MANUAL

THE ONTARIO REGION HAS AVAILABLE TWO MANUALS WHICH WERE PRODUCED IN OTHER REGIONS. RATHER THAN "REINVENT THE WHEEL" THE BAND FINANCIAL ADVISORS ARE EXTRACTING THE INFORMATION CONTAINED IN THESE MANUALS, AND APPLYING IT TO THE PARTICULAR SITUATION. BECAUSE OF ITS DIVERSITY AND THE SOPHISTICATION WITHIN THE ONTARIO REGION AN OVERALL MANUAL WOULD BE SO GENERAL THAT IT WOULD BE USELESS.

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4.10 CRITERIA FOR BAND AUDITS

EXTERNAL FORCES HAVE CHANGED OUR VEIW OF THE BANDS' FINANCIAL STATEMENTS. THE INSTITUTE OF CHARTERED ACCOUNTANTS HAS PRODUCED A REPORT CALLED THE ADAMS REPORT. ALTHOUGH THIS REPORT DEALS WITH THE ROLE OF THE AUDITOR AND HOW HE IS VIEWED BY THE PUBLIC, ONE IMPORTANT COMMENT IN THIS REPORT IS: WHERE THERE IS NO PROFIT OR MOTIVE, THE AUDITOR MAY BE RESPONSIBLE FOR AN EXAMINATION OF THE SERVICES PROVIDED AND THEIR RELATED COSTS. IT SHOULD BE STRESSED THAT AT THE PRESENT TIME THIS IS ONLY A DISCUSSION PAPER. THE RAMIFICATIONS OF THIS REPORT ARE SO SIGNIFICANT THAT WE ARE LIAISING WITH OUR HEAD-QUARTERS TO EXAMINE THE SITUATION.

ONTARIO REGION

OPERATIONS FRAMEWORK

TASK 5.1

ADMINISTRATIVE CENTRE FUNCTIONS

STATUS REPORT

JULY 31, 1978

The individuals responsible for Task 5.1 have been Mr. Alex Yuile and myself with the assistance of Mr. Bob Van Eyk. The original intention of the Administrative Centre was to take the administrative functions presently carried out by all of the Sections in Region and assemble them into one unit in order to provide support service to all the Sections in the Ontario Regional Office.

After discussions with most of the Program Managers and Section Heads in the Region and with some Districts, it became apparent that although a unit could be set up to provide support service in the form of the Administrative Centre, the general concensus was that it would not relieve the programs of sufficient work to release the required staff to make the Administrative Centre function effectively and could certainly not free man years for other priority uses.

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What did come out of the discussions with the Sections was not to assemble support staff as such but rather to regroup some functions to provide a better service to the Districts and Bands. The regrouping would be divided into two new units, one called "Capital Management", the other "Administrative Operations".

The Capital Management Section would consist basically of a total organization designed to plan and implement Capital projects. This section would include the management, programming and budgetting functions including professional Engineers and Planners.

The Capital Management Section would improve the service to Districts and Bands in the following areas: -

1. A better co-ordinated approach to the planning and implementation of projects.
2. Ensure that a central inventory of projects is maintained.
3. The implementation of the Capital Management System to service all programs.
4. Ensure that all Capital projects implemented are part of the Bands' overall Development Plan.
5. Provide a consistent approach to Treasury Board Submissions.
6. Provide better control of project funding, accountability and management.

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7. Provide a co-ordinated unit to ensure that Bands have maximum input into the planning and implementation of projects.
8. Provide a consistent approach to the planning, implementation and management of projects.
9. Provide improved co-ordination with outside agencies on the funding and management of projects.
10. Ensure better communications within the project team.
11. Provide a more effective co-ordinated approach to the Bands' Capital planning program.

The Administrative Operations Section would consist basically of an organization to provide the Department with administrative services along with the regrouping of some functions presently carried out individually by most Sections. This Section would also provide a unit for manuals, such as the Data Book, centralization of Desk Books and work instruments which are now part of the Operations Framework.

The Administrative Operations Section would improve the service to Districts and Bands in the following areas: -

1. Provide a central point for the processing and documenting of all accountable contributions to Bands.
2. Ensure a consistent approach to the requirements in accountable contributions.
3. Provide a unit to prepare, document and control service contracts and agreements to ensure that consistency and proper authority is exercised.

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4. Provide for better integration of the Programs.
5. Maintain better statistics in programs administered by Bands.
6. Provide a service unit for the preparation of Treasury Board Submissions on matters other than for Capital expenditures.
7. Provice a unit to maintain the work instruments that pertain to the operations framework, e.g. Desk Books, Data Books, etc.
8. Provide a unit to co-ordinate the on-going development of the Operation's work.
9. Also included in the section would be the present Office Administrative Unit.
10. Will free Programs of administrative duties so they can concentrate on the development aspects of the Program.

The regrouping of functions as I just explained should provide better co-ordination, more effective project planning, centralized accountability, a better co-ordinated funding approach, and a consistent approach to requirements from Bands. It is felt the above could not only be achieved within the available man years, but a few man years could be released for other priorities.

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A final report will be prepared for Mr. Gran who is presently Chairman of a National Committee on Regional Re-Organization. Should you have any comments on the Administration Centre, you could submit them to myself or Alex Yuile for inclusion in our report or send them directly to Mr. Gran who I am sure would welcome any suggestions for the National Committee.

E.W. Garand
A/Director
Local Government Program

July 28, 1978

INTERGOVERNMENTAL INTERFACE
WITHIN THE OPERATIONS FRAMEWORK

There are a number of items which, to me, stand out in the Operations Framework. In particular, I view it as an approach to bring some kind of sense into a large conglomeration of Indian people, project authorizations, budgets, activities, bureaucrats, T. B. submissions, etc.

We have often seen Dr. Anderson's chart in which he encapsulates some of the changes which are necessary for effective management within the operations framework; for example, a shift from ad hoc to systematic, the disorganized to organized, and paternalism to partnership. We have seen these shifts take place in a number of areas, such as the budget control and capital project systems.

In the same vein, greater order was needed in our "external relations" or "intergovernmental interface." As everyone is aware, the Colonial Governments and then the Government of Canada from earliest times attempted to define their relationship with the Indian people: ie The Royal Proclamation (1763), treaties, etc: additionally, the role of the federal vis-à-vis the provincial government was outlined in the BNA Act, which of course gave legislative authority for "Indian, and lands reserved for the Indians" to the federal government. Since then, changes in our way of life have put many pressures on the arrangements devised in 1867, particularly in areas such as social services, economic development and transportation and communications. Likewise, many changes

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have occurred in the needs and aspirations of the Indian people.

The recent has often been confusion. Since World War II this confusion has been magnified by the great growth in government, at both federal and provincial levels, leading often to overlapping, disorganized programs and services of little benefit to anyone but the bureaucrat. This has often been recognized but until recently few major attempts were made - at least in the area of Indian Affairs - to bring order out of the chaos. This, I believe, is our objective with respect to "Intergovernmental Interface," as with the rest of the Operations Framework. Only by clearly defining the roles and responsibilities of each level of government - band, federal and provincial - will they properly serve the people for whom they exist.

At present, as you are aware, our major effort in this regard is the "Tripartite Process," by which the three parties are attempting to sort out and resolve a number of long standing, fundamental issues. Of significance is the recognition that Indian people must be fully involved as equal partners in this process. Secondly, I believe there is a genuine desire by all three parties to work out the issues: as shown by the success of the process in Ontario to date. Thirdly, the formal Tripartite Mechanism does not preclude any of the other federal-provincial-Indian arrangements - such as the committees listed on your handout - in existence, rather it should enhance them.

Intergovernmental Interface therefore encompasses the Department's relations with other governments. Currently the major

priority is to define roles and responsibilities and improve services. This is being tackled by means of the Tripartite Process and a large number of working committees on specific matters at regional and district level. By providing direction and co-ordination of this effort via an Intergovernmental Affairs Unit, our intergovernmental interface becomes an integral part of the objectives of the operations framework.

B. Bennett
A/Intergovernmental Affairs
Advisor
Ontario Region

July/1978

LIST OF ABBREVIATIONS

AIAI - Association of Iroquois and Allied Indians

CEIC - Canada Employment and Immigration Commission

CORAID - Central Ontario Regional Almalgamated Indian Development Council

DREE - Department of Regional and Economic Expansion

FE - Fisheries and Environment Canada

HWC - Health and Welfare Canada

MNR - Ministry of Natural Resources

M of CR - Ministry of Culture & Recreation

M of CU - Ministry of Colleges & Universities

M of E - Ministry of the Environment

M of GS - Ministry of Government Services

M of Lab - Ministry of Labour

M of TC - Ministry of Transportation & Communication

NIB - National Indian Brotherhood

NRC - National Research Council of Canada

OMNSIA - Ontario Metis and Non-status Indian Association

ONWA - Ontario Native Women's Association

ORLC - Ontario Regional Liaison Council

PRE - Policy, Research & Evaluation Branch (Hull)

PWC/DPW - Public Works Commission/Department of Public Works

TEIGA - Ministry of Treasury, Economics & Intergovernmental Affairs

INTERGOVERNMENTAL COMMITTEES

NAME	D.I.A.N.D. REPS.	OTHER FED. DEPARTMENTS	PROV. MIN. REPS.	INDIAN REPS.	OTHERS	PURPOSE/ COMMENTS
TRIPARTITE NEGOTIATIONS A. Tripertite Council	MINISTER		PROVINCIAL SECRETARY FOR RESOURCE DEVELOPMENT MINISTER OF NATURAL RESOURCES	EXECUTIVE COUNCIL CHIEFS OF ONTARIO		Major policy decisions are made at this level of tripartite.
B. Steering Committee	DEPUTY MINISTER DIRECTOR GENERAL - REGION DIRECTOR GENERAL (Policy, Research & Evaluation)		DEPUTY SECRETARY RESOURCES DEVELOPMENT SECRETARIAT	CHIEFS OF ONT. EXECUTIVE COMMITTEE REP.		Sets the general framework, terms of reference and overall direction of the working groups. Examines requests for the establishment of other working groups under the tripartite.
C. Working Groups 1. Wild Rice	ECONOMIC DEVELOPMENT - REGION		MNR - KENORA DISTRICT	CHIEFS OF ONT. (TREATY 3)	(OMNSIA) (Wild Rice Producers of Ontario)	1) to recommend mutually agreeable policy regarding Indian rights to harvest wild rice by establishing historical, cultural, religious and economic importance of wild rice. 2) recommend mutually agreeable wild rice development policy that will ensure a viable industry producing the greatest economic benefit to Indian people, and to the Provincial economy consistent with (1) by studying in detail all aspects of the growing, harvesting processing and marketing of wild rice.

INTERGOVERNMENTAL COMMITTEES

NAME	D.I.A.N.D. REPS.	OTHER FED. DEPARTMENTS	PROV. MIN. REPS.	INDIAN REPS.	OTHERS	PURPOSE/ COMMENTS
ST REGIS CONTAMINANTS COMMITTEE	REGIONAL ENVIRONMENTAL PLANNER/PLANNING UNIT	NRC FE HWC	MNR M. of E. M. of Labour	ST. REGIS BAND COUNCIL NIB		To aquire sufficisnt information to fully describe the impact of specific contaminants on the Indian People of St. Regis.
FEDERAL-PROVINCIAL NATURAL RESOURCES AGREEMENT ADVISORY COMMITTEE	ECONOMIC DEVELOPMENT - REGION		ONTARIO MINISTRY OF NATURAL RESOURCES	TREATY 9 TREATY 3 U.O.I. CORAID		Federal-Provincial Agreement Committee has exieted for 25 yrs Responsible for the ongoing developmental funding of natural resource related developments.
NORTHERN RURAL DEVELOPMENT REVIEW COMMITTEE	ECONOMIC DEVELOPMENT - REGION	CEIC Dept. of Agri. DREE	AGRICULTURE & FOOD CULTURE & RECREATION NATURAL RESOURCES NORTHERN AFFAIRS TREASURY & ECONOMICS SEC'Y FOR RESOURCE DEVELOPMENT	NONE		Established to review existing ARDA programs in order to make recommendations for future northern rural development programs in Ontario.
ONTARIO REGION INTERDEPARTMENTAL COMMITTEE ON ENVIRONMENTAL CLEAN UP - (ORICEC)	ENGINEERING PLANNING - REGION	FE HWC PWC/DPW	M. of E.			Develop 5 year Capital plan of requirements, establish priorities - meets semi-annually
ASSOCIATION OF PROFESSIONAL ENGINEERS OF ONTARIO; MISSION FOR MANKIND	ENGINEERING - REGION				UNIVERSITIES & CONSULTANTS	Technical assistance and assc iate technologies for total environment.

INTERGOVERNMENTAL COMMITTEES

NAME	D.I.A.N.D. REPS.	OTHER FED. DEPARTMENTS	PROV. MIN. REPS.	INDIAN REPS.	OTHERS	PURPOSE/ COMMENTS
ONTARIO REGION INTERDEPARTMENTAL COMMITTEE ON REMOTE RESERVES (ORICRR) INFORMAL	ENGINEERING PLANNING - REGION	FE HWC DREE PWC/DPW	M. of E. TEIGA M. of GS M. of TC	WEBEQUIE MOOSE FACTORY LONG LAC 77	TELESTAT	Developments north of 50 on transportation, communication and construction. - meets semi-annually
FEDERAL/PROVINCIAL COMMITTEE ON INDIAN POLICING	BAND MANAGEMENT LOCAL GOVERNMENT - RECION		SOLICITOR GENERAL - ONTARIO	ORLC CHIEFS OF ONT. INDIAN CONSTABLES ASSOC.		Liaison Committee on policing matters responsible for reviewing and renewing federal-provincial policing agreement.
NATIONAL NATIVE ALCOHOL ABUSE PROGRAM	SOCIAL SERVICES LOCAL GOVERNMENT - REGION	HWC		TREATY 3 UOI AIAI TREATY 9 ONWA ONT. NATIVE COUNCIL ON ALCOHOL & DRUG ABUSE		Review and approves the funding to Indian organizations for the prevention of alcohol abuse.
SOCIAL SERVICES REVIEW COMMITTEE	SOCIAL SERVICES LOCAL GOVERNMENT - REGION PRE - OTTAWA	HWC	Community and Social Services	UOI AIAI TREATY 3 TREATY 9 ONWA ONT. HOMEMAKERS ASSOCIATION ONT. NATIVE WELFARE ADMIN. ASSOCIATION		Responsible for overseeing and directing the Social Service Review process in order to develop a framework for negotiations related to the renewal of the federal/provincial welfare agmt. Note this committee now reports to the Tripartite Working Group on Services to Status Indians.

INTERGOVERNMENTAL COMMITTEES

NAME	D.I.A.N.D. REPS.	OTHER FED. DEPARTMENTS	PROV. MIN. REPS.	INDIAN REPS.	OTHERS	PURPOSE/ COMMENTS
2. Hunting & Fishing	DIRECTOR GENERAL		MNR SUDBURY DISTRICT	CHIEFS OF ONT. (UOI)		- to define issues relating to Indian Hunting & Fishing - to gather & analyse relsvant data. - to rscommend stsps to be taken to dsal with the iesuss.
3. Lands & Resources	LANDS - REGION		MNR OFFICE OF INDIAN LAND CLAIMS	CHIEFS OF ONT. (TREATY 9)		1) to identify Indian communities which do not have reserve status & develop mechanisms to establish needs and to determine options available. 2) to identify Bands requiring additional land and make resonable allowance for growth. 3) revision of the 1924 Indian Lands Agreement. 4) to consider specific claims upon direction of Steering Committee. 5) identify access requirements to Lands & Resources & make recommendations.
4. Services	INTERGOVERNMENTAL UNIT - REGION		MINISTRY OF CULTURE AND RECREATION	CHIEFS OF ONT. (UOI)		a) examine the issues of jurisdiction responeibility for gov't services to status Indians. cont'd

INTERGOVERNMENTAL COMMITTEES

NAME	D.I.A.N.D. REPS.	OTHER FED. DEPARTMENTS	PROV. MIN. REPS.	INDIAN REPS.	OTHERS	PURPOSE/ COMMENTS
SERVICES CONT'D						b) identify alternatives and advance recommendations which would provide the basis for clarification of roles & responsiblities of the federal, provincial and band governments for the provision of services to status Indians c) to consider need for detailed study of individual service delivery areas. eg. social services

DEVELOPMENT CENTRE ACTIVITIES

TASK VI

INDICATORS TASK

PURPOSE

Indicators are required as an essential tool in the measurement of the effectiveness of current activities; planning future activities and in budgeting for cost effective programs.

Indicators go under many names such as: "social indicators, economic indicators, regional indicators, performance indicators, performance measures, current indicators and future indicators". In our complex environment these are all relevant. An example of an indicator relating to the present would be "employment rate". An indication relating to the future would be "population growth".

Indicators should be able to measure the effect of a program, (for instance the effect of the Band Work Process on the employment rate). When basic indicators have been developed and measured they can be used to predict the effect of proposed programs. A sophisticated development would be to measure not directly related factors such as the effect of education on the employment rate.

Indicators are essential in the links between community, department and finances:

- Indicators measure the needs and activities of the community.
- The activities of the department may be adjusted to meet desired community changes.
- The finances available determine the extent of department activities, and by relating expenditure to indicator changes can be used as a measure of effectiveness.

In order to meet these needs indicators are being defined that will be capable of use for the following purposes:

1. To provide measures of the socio-economic condition of Indian communities and Indian people in Ontario. In this context "socio-economic" is defined to include all aspects of community and personal states of Indian people including health and education, and is not restricted to areas in which programs are administered by the Department.

2. To provide a basis for the measurement of the impact of programs (operated by the Department and others) on the Indian community and people.

3. To provide information to be used to alter existing programs and design new programs to meet needs of Indian communities and people.

contd...p.2.

4. To provide information for a zero base budgeting process or an "A" base budget review.

5. To provide information to be used in the cost-benefit analysis of programs for Indian people in Ontario.

In addition to these requirements the indicators must be:

- simple (in order to reduce excess work and be easy to use)

- compatible (in order to relate different programs and different community activities)

- comparable (to enable comparisons between Indian and provincial and national data)

PROCESS

1. In February 1978 a list of potential indicators was circulated to all Districts and selected Bands by E.P. Derrick. Generally favourable replies were received from most districts and a few bands.

2. The task force was reorganized in May, 1978.

3. In order to get an independent and broader view of this complex task a contract was signed with Ernst and Ernst in June, 1978 for the preparation of a set of indicators which can be integrated with the operations framework. We stressed to Ernst and Ernst that the study should be centered on the needs of the community rather than the structure of the department. Ernst and Ernst have been reviewing literature and studying the process through our desk books, interviews and a review of indicators and statistical bases used outside the Department.

4. In July, 1978 Stafford Beer made a study of the "Dynamics of Band Development". This has broader implications but also assists in identifying major indicator needs.

5. With the assistance of Ernst and Ernst the task force will make a presentation to the Management Committee in late August.

6. Implementation, when approved, will include the establishment of a statistical base, establishing means of gathering and integrating indicators, and adjusting department direction as required.

28.7.1978 G. HANCOCK/P. HARE

STATUS REPORT - REGIONAL DATA BOOK

With reference to the above mentioned subject, I would like to advise you that the population section is nearing completion. There are a number of items in for typing and the only section left to be done is a breakdown of population north of the 50th parallel.

I would request clarification and/or approval of a number of items. These are:

(1) When the Data Book was originally initiated, the mailing list consisted of all district managers, regional section heads and program managers and the Presidents of the four associations. Just recently I have had two specific requests for copies of the Data Book information. These requests were from:

(a) Nicole Chouimard,
Policy Development,
Ministry of Northern Development

(b) Roberta Jamieson,
Canadian Native Rights Association

To date they have requested specifically the population figures for the Region as a whole, but were interested in the other information the Data Book would eventually contain.

It was my original understanding that this was to be an internal information document for use by the Ontario Region staff. Can you please advise whether this can now be sent out of the department, not only in the above cases but to anyone who requests a copy. In view of the fact this is a policy matter, may I have your decision in written form.

(2) In the Table of Contents, you will note that the subject of budgets (both O & M and capital) is included with an intensive breakdown by District. This has not been worked on as yet because to date the actual figures are not finalized or signed and have not been put in the computer. There is no written regulation, but apparently Finance does not encourage the publishing of budget figures between Districts. They have said they would provide them if specifically requested.

Also, with reference to point (1), if the Data Book is going to be provided to personnel outside the department, are the budget figures still to be included in such a breakdown or should they be amended to show the totals by district?

If you wish to discuss this further, please do not hesitate to contact me.

..... 2

You will note on page 3 of the Table of Contents that the major topics have not been broken down further. It would be helpful to us if the Programs themselves would provide some input such as what program information they would like to see included in the Data Book. Possibly the districts have some suggestions for items to be included.

I understand that some form of Band profile information is being prepared. Would it be possible to have this information, when collected, included in the Data Book under the "Reserve Information" section.

July 27, 1978 Regional Planning

REGIONAL MANAGEMENT COMMITTEE DESK BOOK

TASK #6.3

July 1978

REGIONAL MANAGEMENT COMMITTEE DESK BOOK

TASK #6.3

Task Members:
- T. Morton
- B. Van Eyk
- A. Yuile
- M. Philip

The following Mission Statement and Skeleton Chart were approved on November 9, 1977.

SKELETON CHART

1. Management Committee Agenda — G. Mullin
   part of task #7.2

2. Organizational Charts for Districts and Region — A. Yuile

3. Decision Charts
   a. Creation of New Band and New Reserve — T. Morton
   b. Relocation of a District Office — I. Howes
   c. Transfer of an education program — G. Mullin
   d. Windigo Transportation — J. Conduit

4. Transition of Planning Capabilities Chart — B. Van Eyk
   sub-charts

5. Band Profiles — District Desk Books

6. Directional Plan
   a. Description — A. Yuile and T. Morton
   b. Translation into Action — B. Van Eyk

7. Delegation of Authorities
   a. Indian Act — T. Morton
   b. Financial Administration Act — J. Anderson

   Personnel Authorities
   various acts

8. Description of Project Approval Process — G. Conquergood
   Definition of a Project
   Links with M.C. & N. H.Q. — B. Van Eyk

contd...p.2

9. Synopsis of Regional & District Desk Books
   task #14 - T. Morton

10. External Committee Links
    membership on Federal & Provincial Committees - B. Bennett

11. Synopsis of Manual of Management Assumptions - O. Anderson

REGIONAL MANAGEMENT COMMITTEE DESK BOOK

TASK #6.3

MISSION STATEMENT:

The purpose of documenting the planning process and operations framework is as follows:

1) To serve as a permanent but flexible record of the planning/management framework as practised by the Ontario Region.

2) To provide guidance to present and future managers and clients.

3) To clarify the decision-making processes of the Region in chart form.

4) To illustrate the planning processes in such a way that the system is flexible and capable of change. Therefore the manual will be in loose-leaf form to emphasize continuing change in the planning process.

In essence Task #6.3 is the documentation of where everything is built in as a framework. It structures the tasks into the organization.

TASK 6.4

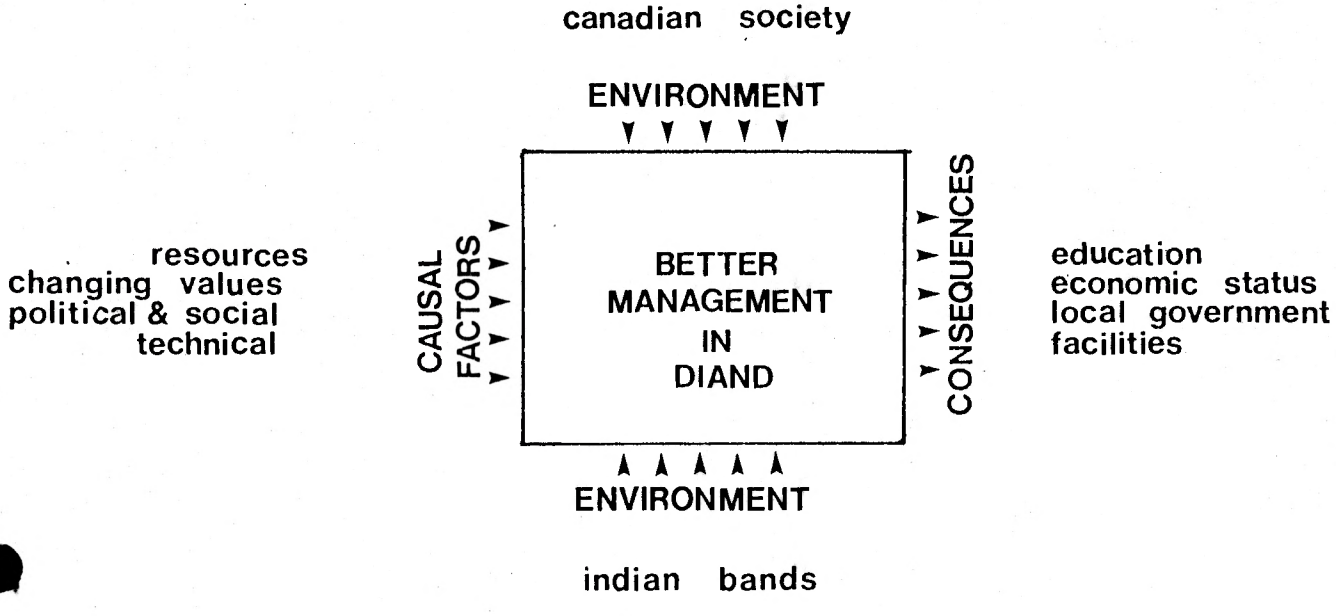
PLANNING AND MANAGEMENT CONCEPTS (IN RELATION TO DEVELOPMENT CENTRE ACTIVITIES)

BASICALLY, DEVELOPMENT CENTRE SHOULD BE DOING WHAT FUTURE MANAGERS IN ONTARIO REGION WOULD NEED TO KNOW, IF THEY WERE HERE TODAY.

DEVELOPMENT CENTRE IS A FUTURE ORIENTED CONCEPT DEALING WITH

- GROWTH AND ACCUMULATION
- CREATIVITY AND INNOVATION
- BUILDING AND DEVELOPMENT
- ALTERNATIVES AND SELECTION
- EVALUATION AND MONITORING
- CONTINUOUS PLANNING

IN ORDER TO DO THIS, IT HAS TO BE CONSTANTLY IN TUNE WITH THE CHANGES.



DEVELOPMENT CENTRE'S GOAL SHOULD BE TO IMPROVE MANAGEMENT IN ONTARIO REGION.

ONTARIO REGION SHOULD PROVIDE A CONDUCIVE ENVIRONMENT TO THE ACTIVITIES OF THE DEVELOPMENT CENTRE IN WHICH CREATIVITY AND INNOVATION IS A KEY. THE FOLLOWING BASIC CONCEPTS SHOULD GUIDE THE WORK OF THE DEVELOPMENT CENTRE:

CONCEPT 1 - CONTINUOUS PLANNING IS THE CORE OF THE DEVELOPMENT CENTRE

2 - DEVELOPMENT CENTRE ACTIVITIES ARE CARRIED OUT CONCURRENTLY AT ALL LEVELS OF MANAGEMENT AND LINK TO THE IMPROVING MANAGEMENT.

3 - DEVELOPMENT CENTRE ACTIVITIES CONSIDER FEEDBACK INFORMATION FOR ALL OPERATIONAL PERFORMANCE.

4 - DEVELOPMENT CENTRE ACTIVITIES SHOULD CONSTANTLY GET INFORMATION ON THE SUCCESS OF CURRENT MANAGEMENT TECHNOLOGY.

5 - MANAGEMENT TECHNOLOGY IS CONSTANTLY RENEWED AND KEPT UP TO DATE.

6 - MANAGEMENT CONCEPTS ARE RELATED TO THE EMERGING TRENDS.

7 - THE SELECTION OF VARIOUS MANAGEMENT ALTERNATIVES IS BASED ON FEEDBACK INFORMATION.

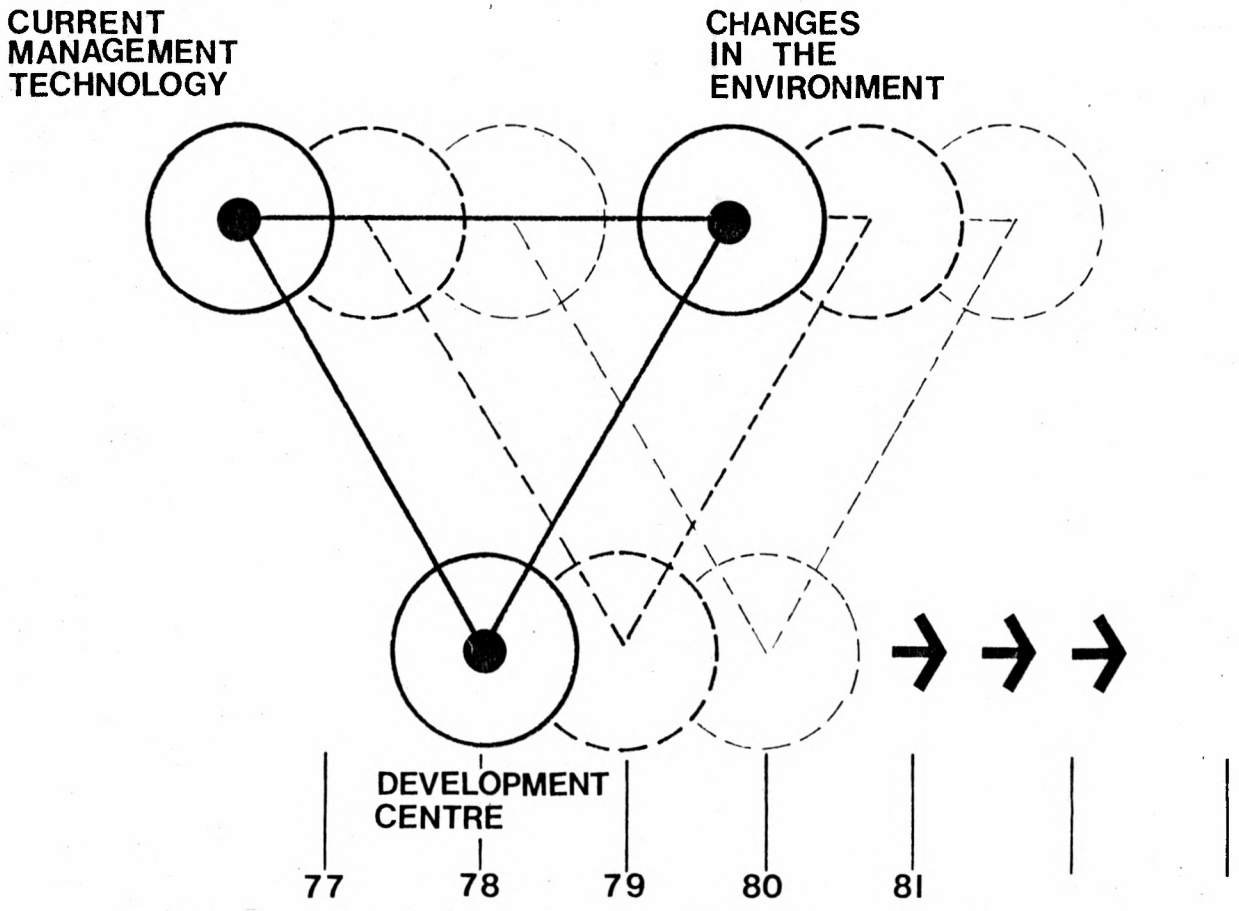
8 - DIFFERENT LEVELS OF MANAGEMENT ARE KEPT INFORMED AND LINKAGES IMPROVED.

<u>POSSIBLE ACTIVITIES</u>

- DOCUMENTATION
- CONTINUOUS WORK OF OPERATIONS FRAMEWORK
- SUCCESSES/EVALUATION INDICATORS
- PLANNING CONCEPTS AND UTILIZATION TECHNIQUES
- DEVELOPMENT OF ALTERNATE DECISION MAKING STRUCTURES
- COLLECTION AND DISSEMINATION OF LITERATURE
- DEVELOPMENT OF INNOVATIVE STRUCTURES, PROCEDURES AND OTHER LINKAGES
- CONCEPTUALIZATION AND DOCUMENTATION OF IMPROVED FINANCIAL PLANNING PROCESS
- MONITOR AND ADVISE ON RESOURCE ALLOCATIONS

- PRIORITY SETTING, PROCEDURES AND SYSTEM
- CONTINUOUS WORK ON INCREASING THE UNDERSTANDING AND PRACTICE OF MANAGEMENT WITHIN ONTARIO REGION
- DEVELOPMENT OF HUMAN RESOURCES FOR INNOVATION AND CREATIVITY
- MONITOR THE TRENDS IN DIFFERENT AREAS RELATED TO THE WORK OF THE ONTARIO REGION LIKE ECONOMIC OPPORTUNITIES IN THE 1980'S
- IDENTIFYING AND ALLOCATION OF RESOURCES FOR INNOVATIVE PROJECTS
- INSTILL PARTNERSHIP APPROACH TO PROBLEMS
- ENCOURAGING NEW WAYS AND MEANS FOR FOSTERING INNOVATION AND DEVELOPMENT IN THE REGION
- DEVELOPMENT OF MANAGERS IN PLANNING AND MANAGEMENT
- UNDERSTANDING OF FUTURE TRENDS IN TERMS OF - INDIAN PEOPLE
  - CULTURAL VALUES
  - ECONOMIC AND SOCIAL VALUES
  - INTERNATIONAL TRENDS
- REFINING CONTINUOUSLY THE GOALS AND OBJECTIVES OF THE REGION

THE FOLLOWING DIAGRAM MIGHT HELP TO CLARIFY THE THINKING.



DEVELOPMENT CENTRE SHOULD KEEP ABREAST OF CHANGES IN THE ENVIRONMENT AND TRY TO KEEP THE BALANCE BETWEEN CURRENT TECHNOLOGY AND THE CHANGES.

JULY 28, 1978

BHOO P. AGARWAL

TASK VI - DEVELOPMENT CENTRE ACTIVITIES

9.1 - CULTURAL/EDUCATION CENTRE

Possible Components

Audio-Visual Information Resource Centre

Librarian - Library

Education - Native Studies and Native Language Resource Centre

Information Services

Information and Resource Materials - All Programs

Audio-Visual Equipment

Relevant Consultants

Program Development and Research Staff -
1) Local Government
2) Economic Development
3) Education

Indian and Northern Affairs
Affaires indiennes et du Nord

29413 3

OTTAWA, Ontario
K1A 0H4

March 9, 1978.

MAR 13 09 25 '78

Regional Information-Advisers,
Indian and Eskimo Affairs.

Your file / Votre référence

Our file / Notre référence

I/13-9

Re: Audio-Visual Information Resource Centre

During the January Information Officers conference you heard an outline from John Buss and Stephen Rothwell of activities and plans in the audio-visuals field.

Procedures for initiating and controlling Program a/v projects were developed during the last 12 months, a number of surveys of equipment and needs were done and work on a major catalogue of Indian subject audio-visuals was advanced to final stages.

One of the expressed needs, both at headquarters and the regions, was for regional library and film distribution services. Stephen Rothwell, who developed the Canadian Film Institute's library and distribution system, undertook a contract to help develop such services, initially for the Program and then for the Department as a whole.

The attached paper outlines the plan to develop the Information Resource Centre service, integrating the catalogue, library and distribution system.

At the request of B.C. Region, the first regional application of the system will be undertaken between now and next August. Other regions may wish to avail themselves of this modular form.

After getting the Indian Program system established, Stephen will be moving to Departmental Services to perform a similar function, modelling the Departmental system upon that developed for the Indian Program.

.../2

I send you this document so that you may consider whether or when you wish to develop similar services at regional headquarters. If you decide with your Regional Director-General to proceed immediately, you will have the advantage of Stephen's expertise as well as economies of multiple equipment purchases although, as you will note from the paper, the capital costs are relatively small. I would welcome your views.

Yours truly,

Ken Kelly,
Director,
Public Communications and
Parliamentary Relations,
Indian and Eskimo Affairs.

attch.

KK/lp

c.c. Regional Directors-General

The Development and Implementation of an Audio-Visual Information Resource Centre

INTRODUCTION

One of the many goals of the Public Communications and Parliamentary Relations Branch is to develop ways and means of meeting the particular needs of the Region. It has become evident that these needs include increased awareness of A/V materials. The IEA Program has recognized the importance of a progressive and organized plan for production and distribution of A/V materials by the introduction of its A/V Policy - one of the first government department's to do so.

It follows that complementary to this system of co-ordinating A/V production and distribution would be the development of a supportive Information Resource, maintaining and disseminating information on A/V materials relevant to the Indian and Eskimo Affairs program.

THE NEED AND RATIONALE

The era in which we live has conditioned most of us to expect a learning/teaching experience accelerated immeasurably by supplementary visual aids. The effectiveness of many training programmes very often relies exclusively on the visual demonstration.

Undeniably the printed word remains the dominant factor in all our communication. However, as we continue to expand existing book and periodical libraries, so too should we promote and develop a parallel A/V information Resource Centre which would systematically organize, by means of a cataloguing and indexing process, all A/V materials relating to issues historically and currently significant to Indian

and Eskimo social, political, scientific and technical programs. It would be a considerable service for instance to have the capability within an Information Centre to select by subject A/V materials, available from a variety of distributors, which would enhance the presentation of special events, ceremonies or training programs occurring at headquarters or in the Regions.

This Branch has introduced the first phase in the development of such a Centre by creating a user- oriented master catalogue of films on Indians and Eskimos of North America.

A/ The CATALOGUE, now in the late stages of editorial production, has taken six months of surveying, searching and documenting film data using the following criteria.

Films on North American Indians and Eskimos which:

(a) are post-1965 (except where produced by or for DIAND) and still determined to be of significant value to native people.

(b) are NFB productions (on the subject) still in current distribution.

(c) do not include American feature, fictional stereotypal and negative protrayal of American or Canadian Indian history and culture.

The catalogue will have 3 main divisions following an introductory statement and preamble.

1) The subject index which lists, the individual film titles beneath alphabetically-selected subject headings such as Art, Dance, Employment, Religion, etc.

2) A main entry section which lists alphabetically all titles (more than 700) with particulars as to country and year of production, running time, color, black and white, language version, production credits, and a brief annotation in both English and French. Each entry will be followed by a note on its availability. In addition this main entry section will have a cross reference from film series titles to individual titles.

3) Finally, the third section will include an index of Distributors describing an accurate location for each distributor mentioned in the catalogue. In every possible instance a Canadian source (if known) will be listed over the American parent distribution company, (e.g., Visual Education Centre, Toronto representing Encyclopaedia Britannica Films, N.Y.).

Timing Some subject classification, final distributor researching and several minor detail statistics remain to be done - completion target - 1 month. French translation for all English text and subject headings - 1 1/2 months bringing the project to press by mid-April.

*PUBLICATION

Requirements	Units
-Education Branch	500 copies
-Regional, District & Band Offices	1500 copies
-Headquarters and IEA Program - Central Services	1800 copies
-Public Libraries	1500 copies
-Community Colleges A/V Centres	200
-University A/V Centers	100
	5000 copies

At this point in time productions costs are difficult to determine.

- If securing sufficient funds is to be a problem we might consider methods to reduce this expenditure. We should consider this an In-House production. The quality of work the word processing unit is capable of putting out is very high. The variety of type "font's" available to them should give a very professional touch to the overall appearance of the catalogue. This would eliminate outside cost of Type Setting (justified) at $28.00 - $32.00/page. The publication (an estimated 250 pages can be collated, and cerlox bound within the Department.

ESTIMATES

@ 250 pages/copy

@ 125 sheets

- paper costs - publishing 5000 copies	$4000
- cover stock and design	900
-binding	200
	$5100

B/ A/V INFORMATION RESOURCE CENTRE

The completed catalogue will serve as the core in establishing the Information "System", (particularly in the area of 16mm film) which will eventually include the documentation of all A/V formats. Information on all formats would be documented and indexed in the same manner using 4 x 6" cards (main entry and 3 x 5 cards) subject classification distributor cards.

It must be recognized from the beginning that the system has to be maintained, continually updated and revised. Concurrent to our developing an inhouse A/V documentation centre we will send out a letter of announcement to all major film organizations and distributors stating the department's interest

in expanding its role as an A/V information resource and we request their current A/V listings and catalogues and all subsequent issues of same to be incorporated into our system. The co-operation of the major Canadian distributors can virtually be guaranteed in this regard since it is in their interest that the department introduces current A/V materials to a market which they were perhaps unaware. Our catalogue and A/V listings files and indexes (filed in vertical filing cabinets and bookshelves alphabetically by distributor) would be general in interest. We would cull and select suitable materials for inclusion in our card file "System".

Liaison with recognized information organizations and agencies such as National Film Archives, EFLA (Educational Film Libraries Assoc. N.Y.) and Ontario Film Assoc., Toronto would be an important consideration in 'plugging in' to the A/V scene.

EQUIPMENT MATERIALS AND COSTING see Appendix A.

An Information module such as the one described above can be easily duplicated, installed and maintained in each of the Department's Regional Offices. A Manual describing the "Systems" and will accompany the process of building the A/V Resources. The procedures describing the module transfer and the method of adding and deleting individual titles, catalogues or film listings to the "System" will be clearly outlined. Based on the enthusiasm expressed by the Regional Information Officers and the active participation of the A/V advisor the "module" could be implemented as a working system in the first Region by mid July/78. The "System" in the Regional Office could be thereafter updated and maintained by an individual with little prior A/V and library knowledge. The headquarters would be responsible for forwarding at regular intervals a duplicate of all 4 x 6 and 3 x 5 cards newly accessioned to the Information System.

DEFINITIONS

1. Information Module refers only to that material which has been transferred from the catalogue to a card file system-either 4 x 6 or 3 x 5 cards. Although initially describing only 16mm film it has been designed to include other media formats such as VTR and Slide/tape sets.

2. The System refers to a number of components to provide for convenient and effective storage, retreival and dissemination of all Audio/Visual Information and A/V materials. It is designed to easily accommodate updating and expansion of any or all of its components.

The various components includes the following:

1) Information Module (3 card index files).
2) Reference documentation - periodicals and catalogue files.
3) A/V distribution facility - storing, maintenance, booking and handling of all A/V materials (film, VTR, slide/tapes).

C/ DISTRIBUTION REGIONAL AND LIBRARY SERVICE

One of the main features of the A/V policy is to provide for each region the capability of operating their own A/V Distribution service to their district and band offices. Certainly the A/V materials which could be acquired by any one Region would not satisfy fully the demands made in that Region. Therefore it is probable that the Information response to provide recommendations to alternative materials and sources would be frequently tested. However, we must consider the distribution of current A/V holdings in the Region -- - holdings which are expanding.

The Distribution facility is an integral part of the Indian and Eskimo Affairs Program's A/V policy and vital to the whole Resource Centre concept and development.

A complete yet unsophisticated distribution service maintained initially by a designated staff of one is envisaged. The A/V advisor is prepared to set up a distribution system with the required basic elements: booking card file listing titles, shipping and receiving controls and a simple inspection and cleaning facility. The National Film Board office near each Department Regional Office has agreed to assist in the training programme --- particularly the demonstration of splicing and film repair technique.

Booking controls and shipping procedures apply to other media in the same manner as to film; however for convenience and shipping accessibility these different formats should be housed separately.

Equipment and Material Required see Appendix B.

HEADQUARTERS - A BACK-UP AND REFERENCE

We recognize that in some instances within the Regions resources and man-years have not been provided in the fiscal year 78-79 to effectively coordinate, administer and operate the activities necessary within the scope of the A/V Resource Centre described.

Until such time as Resources and man-years are available to the Regional Offices, Headquarters is willing to operate a complete or supplementary service to the Regions, responding to requests on A/V matters; thus helping to ensure that all communities receive immediate benefits from the A/V Information Resource developed at Headquarters.

Given that limited man-year resources continue to be a problem in the Regions, there is a further alternative that may be considered. Perhaps it would

be practical in some cases to enter into a distribution arrangement with a Public Library or private distribution to handle most of the A/V distribution demands.

Promotion of the material controlled and distributed by the Regional Offices will be one of the major variables depending on the budget priority and demand on A/V materials in each Region. However, each Region will be given the same information and the same mechanism from which to work and function as an A/V Information and Distribution Resource Centre.

TRANSFER TO CENTRAL SERVICES

The development of the "System" Procedures and the production of the INFORMATION MODULE will be completed by June /78 . At this stage two options are available The SYSTEM and INFORMATION modules could be continued, maintained and updated under the direction of the Indian and Eskimo Affairs Program or the responsibility could be shifted and become the province of the Department's Central Services. The advisers to this project have recommended the latter for two reasons. (1) Central Services has already been set up and equipped to handle the distribution function of all Indian and Eskimo Affairs A/V Resources materials (2) Since the development, of a complete A/V Resource facility i.e. INFORMATION AND DISTRIBUTION, is the prime objective at the Regional level it would be practical to establish at Headquarters a resource system which could be used by the Regional Office as a model system to be consulted and referenced.

APPENDIX A

A/V INFORMATION RESOURCE CENTRE

Equipment, Materials and Costing

Headquarters

Capital costs

2 double drawer files 4 x 6 format	$ 50.00	
2 double drawer 3 x 5 format	$ 50.00	
2 vertical file cabinets	$300.00	
1 book case	$150.000	
	$550.00	

Office supplies and recurring costs

Index cards duplication of module and update for region	$300.00	
file folders paper supplies misc. supplies	$100.00	
subscriptions to reference A/V periodicals	$200.00	
	$600.00	
		$1150.00

Regional

Capital costs

2 double drawer files 4 x 6 format	$ 50.00	
2 double drawer file 3 x 5 format	$ 50.00	
1 vertifcal file cabinet	$150.00	
	$200.00	

Office supplies and recurring costs

Index cards	$ 50.00	
misc office supplies (file folders, paper)	$150.00	
subscriptions to periodicals	$200.00	
	$400.00	$600.

STAFFING

1/2 man-year required for phasing-in and operating INFORMATION MODULE; INDEX; and "SYSTEM.

Utilize existing secretarial staff together with support from Word Processing Unit.

APPENDIX B

DISTRIBUTION RESOURCE CENTRE

Equipment, Materials and Costing

Headquarters

Responsibility of Central Services.

Equipment and staff available,

Currently to handle distribution requirements

This function not part of Indian Program budget

Regional Office

Capital costs

Film racks (2)	$350.00
1 set of rewinds	$100.00
1 movie scope viewer	$350.00
1 guillotine splicer and tape.	$220.00

Operational costs

film cleaner and drip applicator	$100.00
supply of reels and cans	$200.00
packing cartons (and shipping supplies)	$200.00
mailing costs 200 shipments based on 3.00/shipment one way	$600.00

Office supplies

booking cards	$50.00
shipping and receiving documents	$200.00
	$2,370.00

Staffing and Administration

1/2 man year to maintain and operate distribution services.

DAY 2

District Managers' Presentations

The implications of the Directional Plan and the Operations Framework at the District level and theirimpact at the band level is a key consideration in determining how this explicit, systematic approach is affecting achievement of the purposes of the Indian people.

District Managers made presentations to the total Regional Management Committee on how they perceived the effects of the various elements of the approach at the field level.

Narratives on the presentations made are as follows:

- Implications of the Directional Plan at the District level - Mitch Philip
- Desk Books and Work Instruments - Dennis Wallace
- District Liaison Councils - Ian Howes
- Other Areas of the Operations Framework - Mile McMillan
- Human Resources Development - Jack Gover

Presentations are attached.

At various times we have all heard Dr. Anderson and Dr. Silver state that we live and operate in very complex times and organizations.

In a very simple managerial situation we can state that there are three inter-related systems within the situation - the management of the operation - the operation itself - and the external environment surrounding the operation. Variety (V) is the total number of possible states of a system or of an element of a system.

- If we consider a system with seven elements, the variety of this system is:

  $V = n = 7$

- If we consider the connections between the elements and each element is connected in one way to the six others, then:

  $$V = \frac{n\,(n-1)}{2} = \frac{7\,(7-1)}{2} = 21$$

- If we consider the connections between the elements, and each element is connected in two ways to the six others, then:

  $V = n(n-1) = 7\,(7-1) = 42$

- If we consider a dynamic System, with each connection having two states (ON and OFF) then:

  $V = n\,(n-1) = 2^{42} = 4{,}398{,}046{,}500{,}000$

..... 2

It is therefore safe to say that if the possible number of combinations and permutations betweenseven entities total approximately 4.4. million million, consider the possibilities involving eighteen bands and my District Office.

Simplification of plans and communication of these plans relative to the dreams and aspirations of the native people of the Ontario Region is absolutely essential. The Directional Plan has provided everyone of us with the means to understand and come to grips with the philosophy of the native leaders of Ontario.

However, it now becomes our responsibility to take this philosophy and convert it into useful program delivery at the District Level. As is the case with most philosophies of theories they require practical application to gain the advantages from them. For many years scientists knew much about electricity, scientists such as Ampere, Franklin and Farraday, however, what was really needed was an effective delivery system for electricity to become useful and economical. In this analogy we, the Department, but particularly the District operations are the delivery system that can convert the philosophy into practice.

To accomplish this, it will be necessary for the District Liaison Councils to examine the total relevancy of the Directional Plan to the District Bands, and provide amplification or modification as they see necessary to meet local needs. The next step maybe to set priorities that should be attacked by Bands and the Department, to meet the identified needs of the native population of the area.

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The scope of the Directional Plan is all encompassing for the Region.

Our District responsibility is to focus upon the portions of the Directional Plan declared relevant and stated as a priority by the Bands of the District.

W. M. Philip

KENORA DISTRICT

DESK BOOK AND WORK INSTRUMENTS
AT DISTRICT LEVEL

Kenora District has been requested to outline the implementation of the Operations Framework at District level. Perhaps the best way to do this is to explain some of the problems encountered and solutions developed to solve them. Using the planner's catch phrases of where are we, where are we going and how are we going to get there, the Operations Framework refers to the third question - how are we going to get there.

What is the Operations Framework

Accepting the fact that it answers the "How we are going to get there question", the Operations Framework is an organized, co-ordinated approach to connect seemingly unrelated functions at District level i.e. lands & estates, education, economic development, local government, etc. Phrases such as work tools and work instruments tend to mystify what, in fact, are commonly used management techniques:

i.e. - objective and goal setting
- work plans
- communication links (meetings, minutes, coordinating documents)
- financial controls (BCS)
- project controls (project planning framework)
- management controls (desk book)

Each of these techniques and several others contribute to what can be termed Operations Framework.

Perhaps the best place to begin a discussion of implementing the Operations Framework would be with the problems.

Employee Resistance - There is a natural resistance to change common to all situations. Few employees could see the value of a desk book, field trip reports, goals & objectives, work plans, etc. All were tried one or more times and quickly put aside. New employees of the District, with relatively high levels of education, usually saw the value of the system but could not put their ideas across to the veterans.

Time, Priorities, Distractions

A complex system such as the Operations Framework requires much time to implement in the beginning and later to maintain it. The figure commonly used for a District Manager's time is 20%. How many of you consciously spend one day a week on this task? How many of you would rather deal with a burning issue, or avoid the issue altogether because there are easier tasks available?

../2

Implementation

The Operations Framework has several new aspects to it. Examples are BCS, Project Planning Framework, Desk books, etc. Several new systems create manifold debugging problems.

Responsibility

New systems require people to be directly responsible if they are to happen. How many of your staff feel they have surplus time?

Desk book as a paperweight

Desk books can be heavy, difficult to skim, difficult to revise, and thus of doubtful value day to day. How many desk books are in circulation in a District?

Monitor

Currently, there is no mechanism to monitor implementation of the operations framework. The onus is on District Managers to carry out their assignments. There are no formal advisory services or debugging task forces.

Solutions

Training - Without doubt, training in Ontario Region is one of our greatest strengths. In order to implement several new programs at one time there is a need for total employee commitment. IMPAACT from Kenora District's experience is one way to accomplish this goal.

Demystification

What is a work tool, a planning tool, a work instrument, normative planning, strategic planning, etc? There are simple explanations for most types of jargonese.

Managerial/Program Connecting links

See model.

Recording of Activities

See model.

Clearly Assigned Roles

Responsibility for a desk book, a wall chart, field trip reports, monthly reports, etc. must be clearly assigned. (Note connecting links, information flow).

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Conclusions

As a result of experience in Kenora District four areas are critical to success:

Organization
Communication
Planning
Control

There needs to be a clear set of objectives and goals, a work plan, a clear definition of responsibilities, a comprehensive information recording and retrieval system, and a regular evaluation and review process.

OPERATIONS FRAMEWORK

PROBLEMS

- Employee resistance
  - new vs. old
  - jargon
- Time
- Priority
- Brushfire fighting
- Implementation across Region
  - project planning framework
  - objectives & goals
  - desk book
  - BCS
- Responsibility
- Desk book as a paper weight
  - size
  - location
  - efficiency/ease of update
- Monitor - who will know

../4

OPERATIONS FRAMEWORK

SOLUTIONS

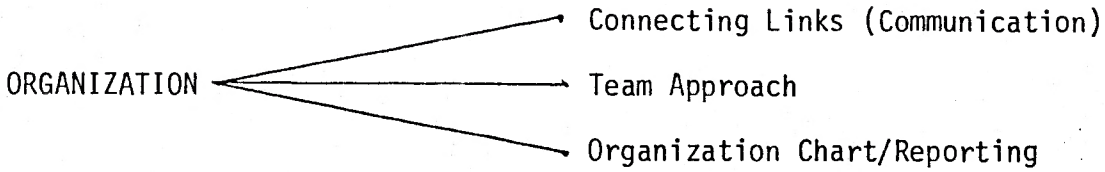
- Training (e.g. IMPAACT)
- Demystification (nothing is new)
- Managerial/employee commitment
- Managerial/program connecting links
- District Manager/Planner Co-ordination
- Recording of activities
- Clearly assigned roles

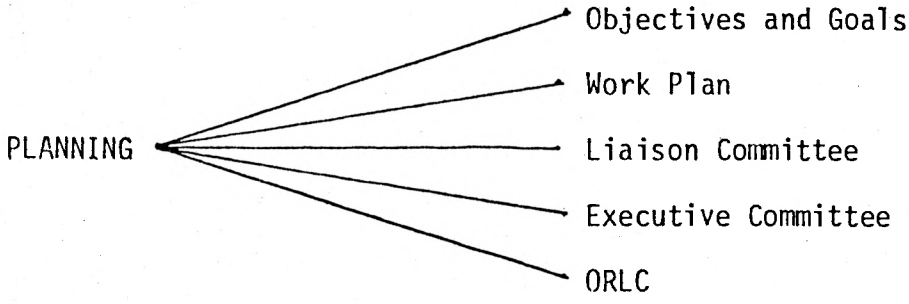
DESK BOOK

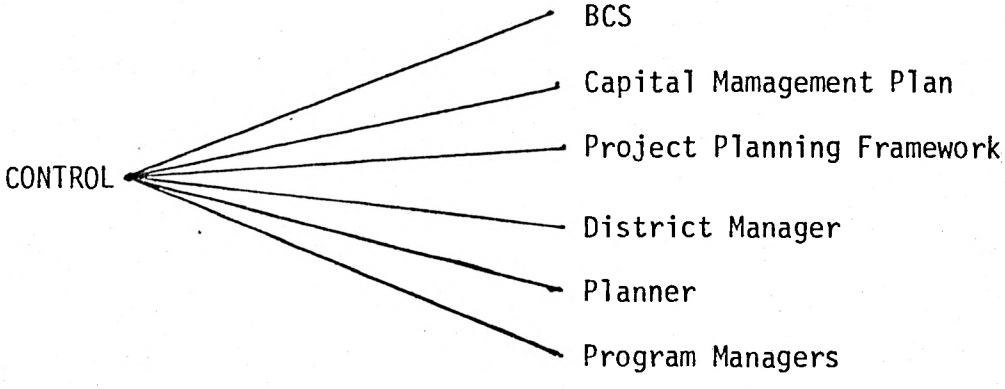
Contents

- Core Functions (goals & objectives, Directional Plan, Liaison Committee goals)
- Organization Chart with job descriptions
- Budget and manyears
- Projects
  - ongoing
  - specific
- Workflow and decision process
- Plan preparation (e.g. goals & objectives) and evaluation process
- Broader plans
  - ORLC
  - Liaison Committee
- Statistics
  - District Bands
  - Chief and Council
  - Contact address
  - Reserve population
  - Geographical area
  - Infrastructure
  - Budget
  - Capital Management Plan
  - Project Plans

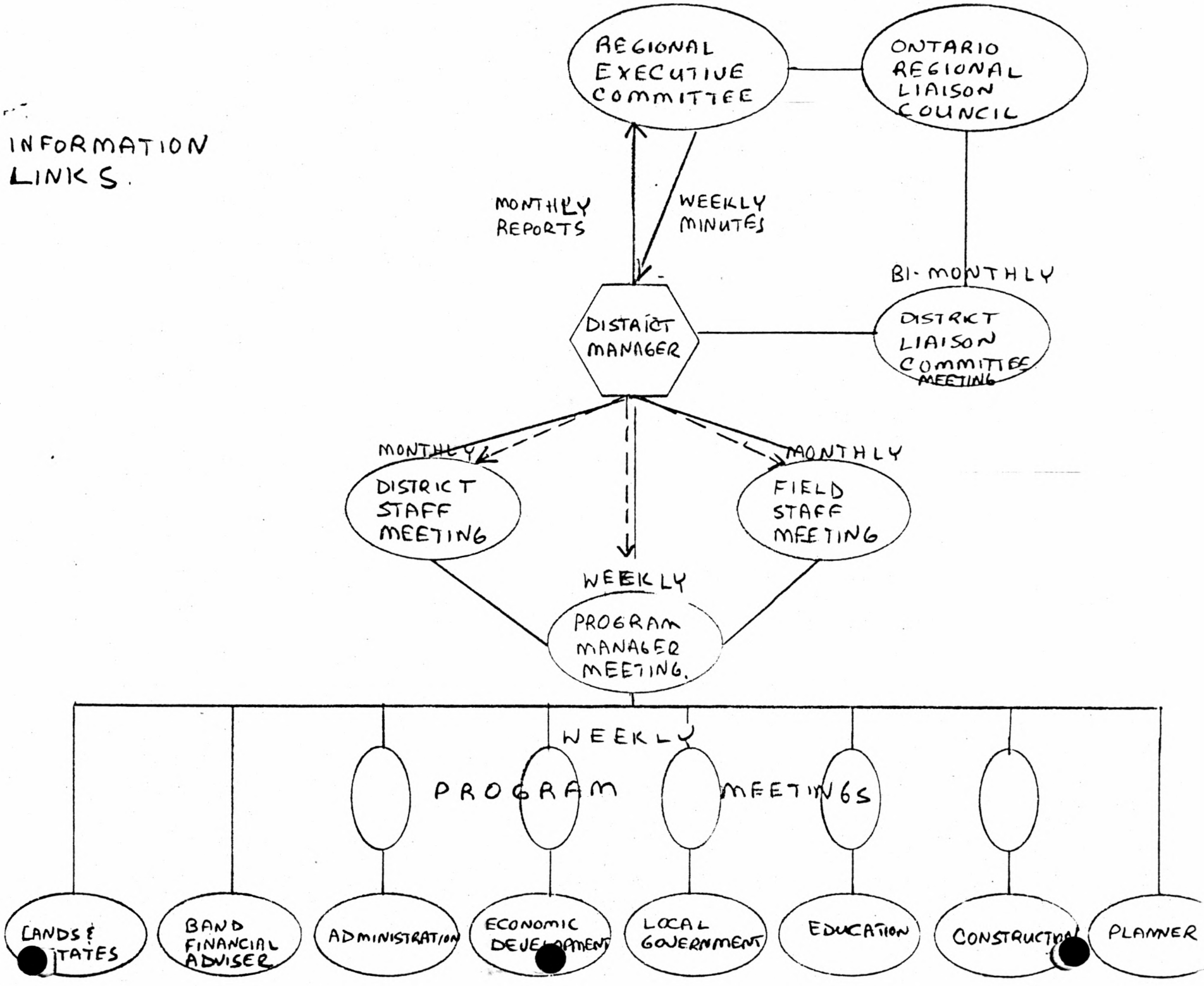
../5


ORGANIZATION
Connecting Links (Communication)
Team Approach
Organization Chart/Reporting


PLANNING
Objectives and Goals
Work Plan
Liaison Committee
Executive Committee
ORLC


CONTROL
BCS
Capital Mamagement Plan
Project Planning Framework
District Manager
Planner
Program Managers

INFORMATION LINKS.



INFORMATION FLOW

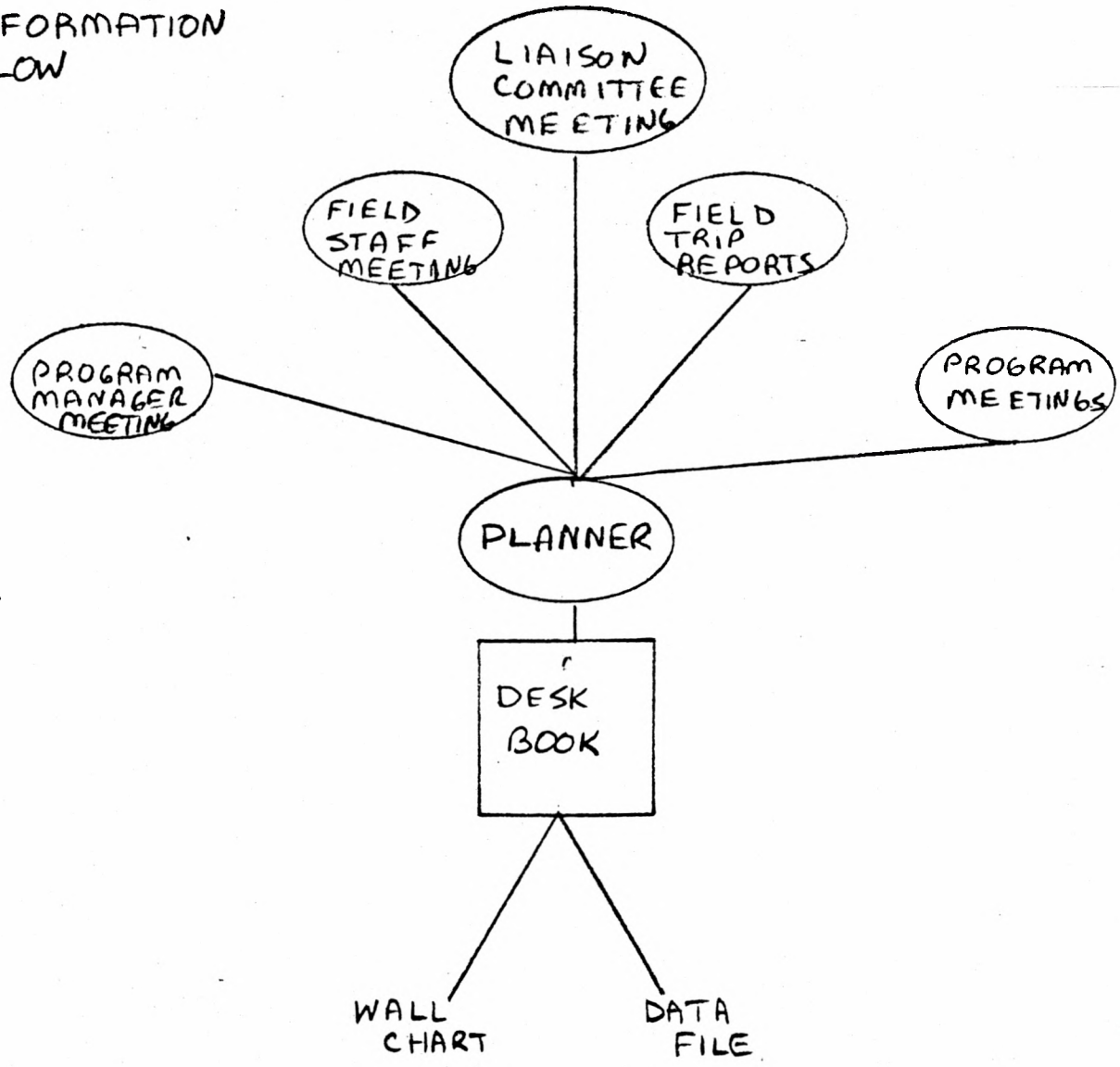


figure 4

The Planning and Management Cycle

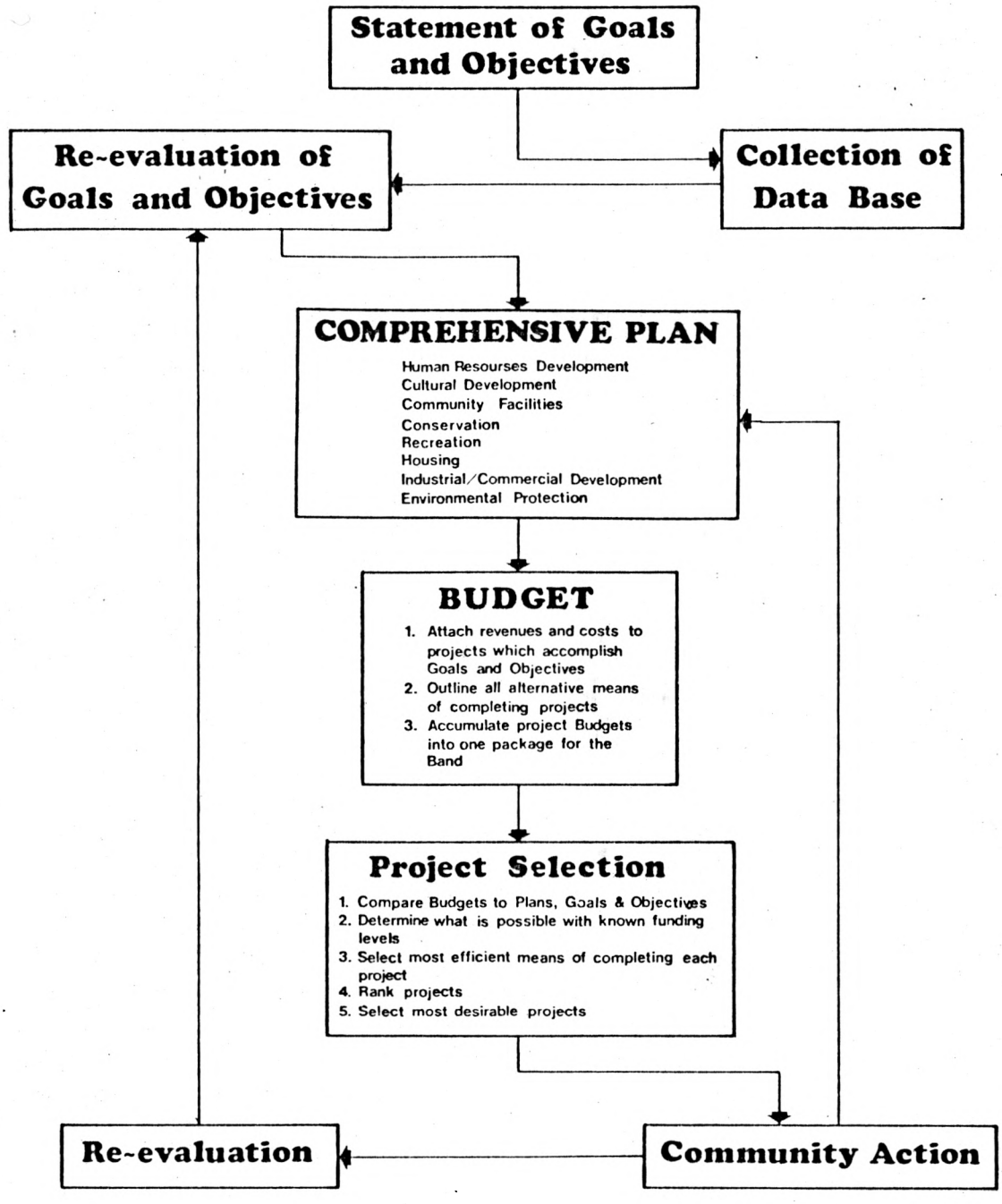
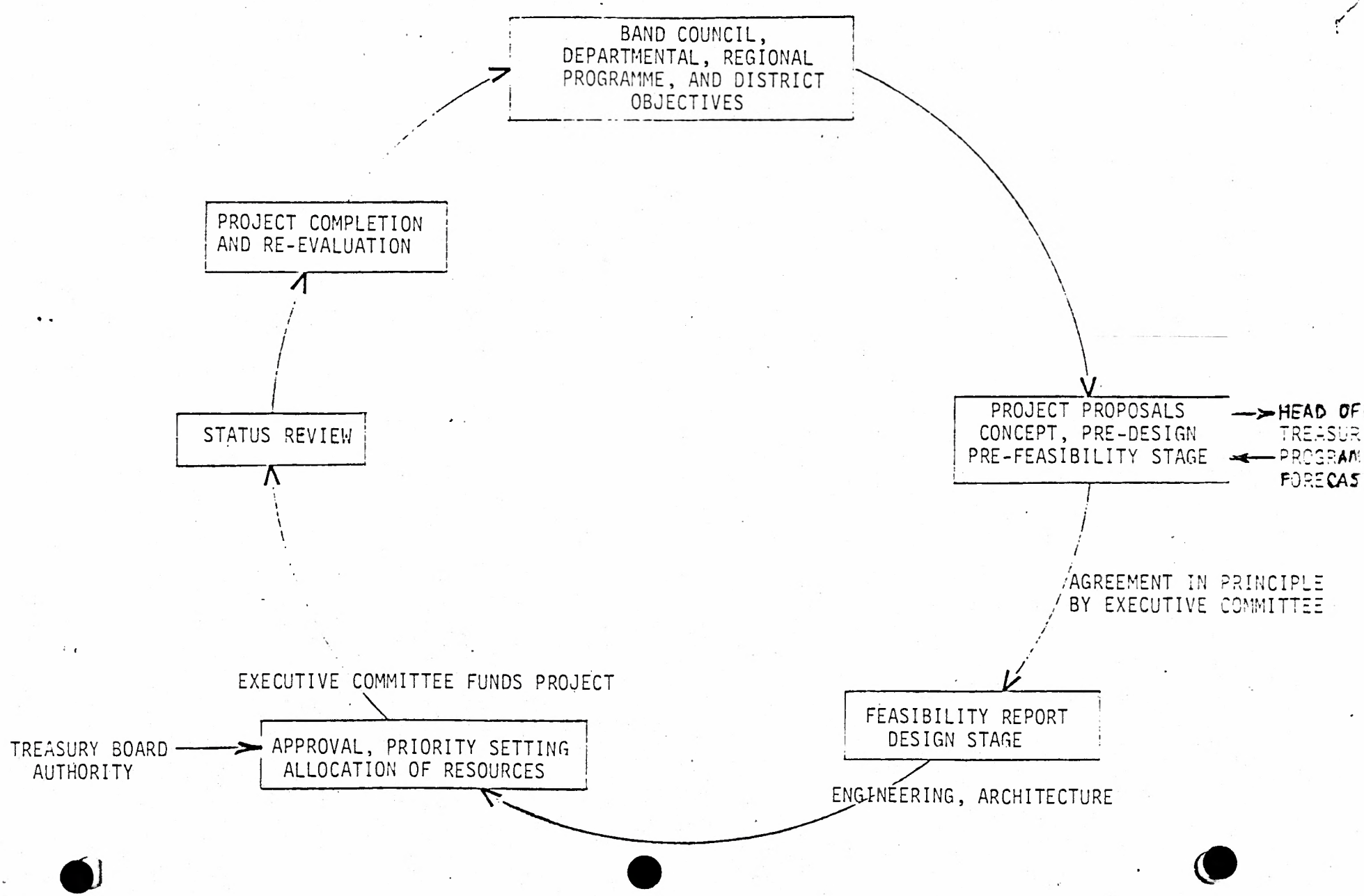


CHART 1 – PROJECT PLANNING FRAMEWORK



DISTRICT LIAISON COUNCILS

Consultation with Bands perhaps had its first official recognition in 1968 when consultation regarding the Indian Act commenced. It had another boost in 1976 when the Cabinet paper on Joint Working Relationships was tabled. The formation of the ORLC and Region's request to Districts by memorandum (November 1977) to start District Councils completes the cycle.

Interestingly enough, by ending the cycle at District probably comes full circle as Districts have had consultative mechanisms built in for years. Now it has been given official recognition as part of our joint working relationship.

Certainly every District has met the challenge of consultation in one way or another, depending on the needs as dictated by location. London and Peterborough Districts had developed a formalized consultative process prior to the memorandum of November 1977, and I am sure some other Districts had as well, but none of these were labelled as District Councils. Attached is a Status Report that outlines the direction taken in the different Districts.

From my own experience in dealing with Bands that have a greatly diversified outlook based on different cultural, social, and economic backgrounds, a single Advisory Council is not viewed as meeting Band requirements. The Bands have indicated at our Executive Meetings that they wish to represent themselves. This means either several large meetings in the course of the year, or several smaller meetings involving a few of the 13 Bands. Currently, we have opted for the latter dividing Bands into categories with similar attributes.

A recent survey of Bands indicates that the current approach meets with the approval of most, but several Bands would like to see one or two District wide meetings in the course of the year.

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Consultation funds (currently about $3,000.00) for Peterborough have been divided equally among the Bands, and they look after expenses for consultation meetings and bill District Office.

Initial meetings were more informative and not particularly productive. More recent meetings have dealt with more solid issues. We depend largely on Bands to raise issues for the agenda. Input from the meetings generally assist in ensuring a communication flow (both ways), and in developing and implementing District direction.

Generally, as indicated by the attached, all Districts are involved in consultation with Bands through some type of group mechanism. All Districts have been very concerned, however, that adequate funds to establish firmly a mechanism for a joint working relationship is difficult without adequate funds. Currently, funding is arrived at in an ad hoc manner that does nothing to ensure confidence in the process.

Districts are committed to the process, and are attempting to put into operation District consultative mechanisms that deal with:

1) Forward budgetary planning and management
2) Management of existing budgets
3) District staffing
4) Program implementation
5) Program planning
6) Project planning, implementation, and management
7) Program monitoring
8) Service delivery

DISTRICT COUNCILS

DISTRICT	STATUS	EMPHASIS	PROJECTION
Brantford	Just beginning.	Probably enlarged to include other than just representatives from Bands and DIAND.	Operational within one year.
Fort Frances	Established, and fully active. 8 Chiefs are on the Council. Other appointments pending.	Currently, emphasis will probably be on resources, such as wild rice and on Departmental programs, and implementation of programs.	Continue in same format, and will be used for setting District direction.
Geraldton	Established, first meeting in April 1978. Next meeting scheduled for September 1978. Funding is a problem. All Chiefs from 8 communities.	Agenda items have included budgeting and staffing. Will be used to promote Band participation in forward planning.	New, but operational and will continue in basic format established.
James Bay	Do not have one currently. Discussions with Bands individually, or all Chiefs.		Is currently being considered as one of the many priorities at James Bay.
Kenora	Constituted in May 1978. Meets regularly: 5 on Committee - 4 Chiefs from Kenora area and one from Dryden area.	Chiefs felt liaison too weak a word, and call themselves District Action Committee. First meeting on Goals and Objectives of District. Will assist plan next years activities.	It will continue, and be useful in terms of developing District Action Plans and forward projections etc.

DISTRICT	STATUS	EMPHASIS	PROJECTION
London	Constituted approximately 18 months ago as an Advisory Council to District Manager. Has representatives from each of 7 Bands. District Chiefs still meet as a group under core funding. District Manager Chairs.	Each meeting spotlights some particular area of interest, such as Health Services or the function of the Education Council.	Continuing as an Advisory body to the District Manager.
Peterborough	Functions as Executive for District. District divided into four zones with four Executives made up of Chiefs, Band Administrators and District Managers Team. Each group meetswith Managers once per quarter.	Monitoring program delivery, developing District plans, organizing work loads, reviewing District Goals and Objectives, amending and developing new Goals and Objectives, review special projects,and discuss implementation of new ones.	The meetings will continue, although format may change over the next year. General All Chiefs meetings should probably be added to the cycle.
Sioux Lookout	Sioux Lookout have 3 Tribal Councils. Some discussion has been had re: formation of District Councils. Anticipated that a District Council would have two nominees from each Tribal Council, two Vice Presidents from Treaty Nineand 1 Elder.	Not defined at this time, although Tribal Councils discuss matters re: District planning and activities etc.	The Tribal Councils will continue, but a District Council not likely to be a reality without adequate funding.

DISTRICT	STATUS	EMPHASIS	PROJECTION
Sudbury	No District Council, although all Chiefs meet when issues arise that will have District Impact.	Chiefs meet for consultation on budgets, staffing and issues that affect the District as a whole.	
Thunder Bay	The District Council comprises all Chiefs,and has met twice since January, 1978.	Review Goals and Objectives, review budget, develop directional plan, discuss local matters, and discuss specific programs.	Will continue in more or less same format.

Other Areas of the Operations Framework - M. McMillan

It is felt that the Operations Framework should be flexible enough to allow for District Difference.

Northwestern Ontario is not James Bay, nor can Southern Ontario be compared on all points with others.

It is also important to note rate of development will vary greatly.

District selfishness cannot be tolerated by clients or dept. personnel.

Some districts still feel like "Islands in the stream" and Toronto Regional Office and Ottawa HQ are miles and minds away. This can partly be solved by a good communication system.

Region should welcome opportunities to co-ordinate and advise districts. Policy decisions must be passed on to all districts so that agreement can be reached.

Staffing of new positions that are realistic should be supported and given fast action.

Indicators are still not in place and must be established to be able to draw lines to measure from in the future.

There was not an overwhelming response to this question, simply because most people have not mastered basic requirements. Therefore, they have not come to the point where other areas of concern are posing great problems.

This will definitely be an area to watch in the future as Operations Framework is put into full use.

HUMAN RESOURCES DEVELOPMENT

(Creating the Management team at the District)

Over the past several months, the word "restraint" has become increasingly important in our collective vocabulary. This has happened at a time when Government - Indian relationships and the development of a strong local government must receive our undivided attention.

This situation, accompanied by judicious Man Year allocations, compels managers at all levels to review their staff rosters and to plan the most effective possible use of the human resources available to them. Since we are working on a partnership basis with Band Councils, their human resources are an integral part of the review and plans.

Creation of a management team starts with the acceptance of the following simple truths:

(a) Everyone has skills and talents to offer;

(b) People respond favourably to challenges;

(c) Everyone has creative abilities;

(d) Given reasonable operating latitude, people will carry out tasks enthusiastically;

(e) Recognition of efforts and achievements fosters continuuing enthusiasm. A pat on the back costs nothing but speaks volumes.

Application of these principles will establish a good working climate. The formulation of sound goals and objectives for the District accompanied by imaginative action plans will do much to enable employees at all levels to interpret their job roles.

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Staff must know what is expected of them. The employee and his immediate supervisor can usually reach clear understandings on this point after discussion. How each task is to be accomplished should, as much as possible, be left to the individual's discretion. Remember, we are building a management team, not a collection of robots. Regardless of classification and job titles, every employee is a manager with various resources available. Universal recognition of the simple fact does much in promoting the management team concept.

Informal periodic reviews of assigned tasks are highly beneficial. Vital information can be exchanged and more importantly, employees realize the organization really cares. As managers, we have an awesome array of tools always available for use. Not the least of these is time. If we convey the thought we're available for frank, honest discussion -- a "hey, I'm here to help too" attitude if you will, the team spirit certainly won't suffer. How about those now long forgotten employee performance evaluations? Remember, they reflect career aspirations, goals, abilities and other significant data. They merit use and discussion periodically rather than preparation once a year.

Finally, there are benefits to be obtained from participating in IMPAACT and Human Resources Management Training seminars. These seminars enable our staff and Band representatives to work together in a different environment. Both stimulating and rewarding, they create new self-awareness and the benefits of working together.

This paper has attempted to set forth some basic hints on creating the meanagement ream in the District. It is not couched in scientific terms, nor was it intended to be. Creation of a management team implies one simple term -- leadership and the best quality leadership is horizontal as well as vertical.

District Managers' Presentations (Cont'd.)

Five groups assuming the role of consultants examined the effects of the Directional Plan and Operations Framework, in terms of ambiguities, concerns and questions. These issues are recorded below. Participants were charged with problem solving these matters in the Action Plan to be prepared after these analyses.

Directional Plan

1. Has the partnership concept been fully realised?

2. Implications

a) Band

i) assist the band councils and administration in providing better service to band members.

ii) Bands feel more powerful in controlling own destiny and managing own affairs.

3. Developmental Process at band level

b) District Level

i) organizes procedures

ii) gives order

iii) getting away from ad hocery

c) Document Procedures and Policies

i) comprehensive plan in achieving Regional goals

4. Specific advice, suggestions, recommendations:

i) service to bands should not suffer because personnel are tied up with Operations Framework tasks (difficult to achieve).

ii) commitment to explain and discuss the Directional Plan and its implications at the District level.

Questions and Concerns

1. Has the Directional Plan been discussed and understood in each District, at District staff and band level.

2. Have any priorities been set in the implementation of the District Directional Plan.

Desk Books & Work Instruments at District Level

Questions

1. The heavy involvement of the planner - does he have time to do other work?

2. Does the tail wag the dog?

Impact of Desk Book

1. What have you found to be the most valuable component to the District and the most useless?

Advice

1. Don't push it too hard.

2. Manual.

District Liaison Councils

1. Concern re: $ for funding dist. council - allow indiv. flexibility, allow chiefs to set up councils.

2. Allow councils to dev. at own speed.

3. Good paper.

Impact

1. Bands share information.

2. Significant feedback from grass roots source.

3. Region & HQ to be sounding board effect.

4. Aids in development of local autonomy.

Advice

1. District concern re: $

2. Concept of consultation meetings - possibly out of control.

District Liaison Councils (Cont'd.)

Recommendation

1. Council should meet on reserves on a rotational basis..

Other Areas of the Operations Framework

Questions and Concerns

1. This exercise was an impossible subject and really an agenda setting exercise for next meeting.

2. In light of time constraints on this conference, he had little input from others and had little to say. We have little to add.

Human Resources Development

Concerns

1. Staff turnover is a problem at District and at Regional Office.

2. This has the impact of lack of continuing relation with the client communities.

3. The length of time it takes to replace staff and bring staff into Management Team is difficult due to Band processes.

4. Stream line Band process.

5. Encourage more local people to join district teams - 15% have a stake in the area.

6. Redefine the Management Team as not only the D.M. and P.M. but does include the Chiefs as included in District Liaison Council.

District Status Reports

One purpose of the Operations Framework Review was to provide managers with the opportunity to examine their own areas of responsibility (program, section, district) in terms of development and use of elements of the Operations Framework. Each District Manager was asked to make a 5 to 7 minute presentation on the status of his district.

In addition, they were asked to provide a typed narrative containing the essential elements of their presentations. The attached typed narratives included in this handbook were presented to the members of the Committee:

Nakina District - Mansel Barstow

Peterborough District - Ian Howes

OPERATIONS FRAMEWORK REVIEW

NAKINA DISTRICT

1.1 Objectives for District

An "operating philosophy" was developed for the District as a guide to all employees. This clarifies the objectives of the Region (and Department) by placing emphasis on local control and minimum interference in local affairs by the Department.

1.2 Directional Plan

The Directional Plan of the District is developed, and is in accordance with the Regional plan

1.4 Development Plan

No specific directional plan has been evolved - however, the "operating philosophy" is in itself a directional plan aimed toward local autonomy.

1.5 District Council

Has been formed, but has been hampered by
(a) uncertainty of funding
(b) lack of cohesion amongst District Bands
The second regular meeting will be held in September, and we will hopefully be able to refine the terms of reference at that time, and make the Council more meaningful in terms of sharing decision-making processes within the District.

1.7 Management policies

A system of internal directives has been developed for District staff to ensure that all officers and personnel are playing by the same rules. This has resulted in a much closer 'team' relationship, and the gradual breakdown of program lines toward a more cohesive approach.

2.5 Planning Teams

A management team has been established in District with meetings scheduled every 2 weeks. The team involves all program managers in the decision-making process, and also includes feedback to the remaining office staff and bands. It is hoped that a member of the District Council will be included on the team in the near future.

Generally speaking, our efforts are being directed toward clear policy and procedural guidelines, involvement of all managers in the entire operation, and breakdown of program fiefdoms. A solid team effort is now visible, and will consolidate over the next few months.

PETERBOROUGH DISTRICT STATUS REPORT

This report will deal with the following:

1) Direction Plan
2) Work Tools
3) District Organization

Direction Plan:

The District Direction Plan for the Peterborough District consists, in the first instance, of the District Manager's Goals and Objectives, and in the second instance, complimented by Program Managers and their staff's Goals and Objectives.

The direction, as set by the District Manager's Goals have been developed through consultation with specific Bands in some instances, and through consultation with groups of Bands. Program goals and objectives are more specific in nature,and have been developed through discussion with specific Bands.

The documents, collectively, set the direction the District is taking and designates specific responsibilities. Each staff member and each Band receive the total document for periodic review and amending. A major review of this direction plan will be carried out during the end of the second quarter. Bands will also participate in this review and up-dating activity through the District consultation meetings.

Major emphasis in the direction for the current year has been on developing an organization to meet the requirements of Bands; developing mechanisms by which Bands participate as fully as possible in the management of the District; developing management tools at Band and District level that will facilitate long range planning; and assist Bands in resourcing their long range plans.

Work Tools

While the Directional Plan is the basic work tool, there are various other components that have been or are in the process of being implemented.

.../2

1. Desk Book: Completed and up-dated as required on a quarterly basis. Band Data Sheets up-dated on an ongoing schedule.

2. Capital Management System: This has been implemented, but received some set back and viewed with certain scepticism subsequent to reduced capital funding this fiscal year. It is progressing, as it is viewed as a planned approach that is gaining acceptance.

3. Capital Projects: Planning and Management: This system is viewed positively and is being used. The format may change slightly from that suggested. Currently staff from Education, Local Government, and Finance are reviewing the total approach to documenting District capital projects.

4. Planning Inventory: (Sample sheet attached): As comprehensive conceptual plans have as an integral part capital management and project planning, the planning department has instituted an inventory that provides both a status report and a projection.

5. Inventory of Projects and Maintenance Schedule: This is being instituted by our Construction Supervisor, and will follow a format similar to that outlined in 4 above. It will pertain specifically to crown assets, and will be used to plan capital expenditures for major repairs etc.

6. O & M Budget Cycle: Bands of the Peterborough District have voiced real frustration over the O & M cycle and how they seemingly have little input or control over what happens. Local Government are currently working with Bands to develop their input into the five year forecast, as opposed to when budgets are established during the last quarter.

7. Indicators: Programs are working on establishing indicators by which success may be measured. Currently, finances are a concern, but indicators of a social nature based on concrete evidence are a greater requirement. This will be achieved by Education in co-operation with Bands by the last quarter.

.../3

8. Executive Meetings: These meetings comprise the Band executives, usually an Administrator, Chief and/or one other elected representative from Bands having similar economic-socio and geographic backgrounds. This group meets with the District Manager and Program Managers once each quarter to review progress and up-date future process. These groups are largely responsible for setting District direction, and for reviewing the same.

District Organization

A major goal for the District organization is to ensure that a healthy joint working relationship develops between Department and Band. It is recognized that directional plans cannot be developed in isolation, nor implemented by only a federal agent.

The Peterborough District and Staff have progressed along the joint relationship road a considerable distance and has in the process undergone some imposed Departmental changes. Prior to May 1977, the Peterborough District had an allocation of 88 man years. This was reduced to 79. To ensure field support to Bands, administrative support staff had to be reduced drastically. This was achieved by ultimately closing two service centre offices after considerable consultation with Bands (see attached decision chart).

Appreciation must also be noted for the interim support we have received from London District for the Economic Development program.

Currently, we have a centralized organization with a COI working out of Kingston, and a COI working out of Orillia. All other services eminate directly from Peterborough.

A training component is receiving considerable energy currently, but is very elusive. It was scheduled for early 1978, and due to staffing problems, is now scheduled for September 1, 1978. The training component is to comprise a Facilitator, a Local Government Advisor, and the District Planner, drawing on other required resources for specific workshops. This approach, we hope, will alleviate the decreased staffing generally, and promote Band planning and planned implementation of conceptual plans.

Areas of Concern

1. Staffing Procedures: The past year has seen only one staffing procedure, nominally. There have, however, been a few ancillary procedures that have served to confuse the issue. They are:

   a) Staffing Committee has been the established procedure. This to clearly assist in the Regional management of man years. A Requirement.

   b) District Managers are to manage the man years allocated to District globally. That is, in my case of 79 man years, I was to manage within that figure.

   c) District manage within District program allocations. This leaves little flexibility, but can be done.

   4. Regional Program Managers manage their program allocation of man years across the Region. This assumes re-allocating man years among Districts, etc.

   The above may be complimentary, but often works at cross purposes. Our District staffed on the written indication that a man year was to be provided. We were in fact authorized to carry out the staffing. The re-allocated man year has still not appeared in our budget.

2. Education Budget: This is a concern that has been provided to us by Santas' elves, if that is what Treasury Board Members view themselves as being. The Bands are being placed in a very precarious position with no or insufficient post school funds available one month prior to the commencement of the school year. Our District is short approximately $700,000.00 at this time.

.../5

3. Capital Allocation for Bands: The idea of long range planning, based on funds obtained from the Department, received 2 severe blows this fiscal year. The one was in Education O & M funding, and the second was the reduced capital received by Bands this year.

   Conceptual Plans are being established, based on known resources (Departmental capital) and on a shortfall to be funded through alternate sources. Departmental capital allocations were called into question by many Bands this spring, but worse, the concept of planning became somewhat jaundiced when plans designed well in advance of the new fiscal year had to be shelved for a whole year.

4. Engineering Services: Discussion dating back two years with respect to District Engineers was terminated, as a bank of Regional Engineers seemed the preferred arrangement. Generally, this can be more beneficial, in that the Region can have specialist Engineers.

   Breakdown in this system occurs upon occasion, when it takes repeated communication to establish a schedule for a meeting during the planning stages of a project.

PROJECT	LOCATION	PRESENT STATUS	COMPLETION DATE
Comprehensive Reserve Plan	Alderville	On hold pending approval of a Terrain Analysis of Reserve Lands.	
Capital Management Submission	Alderville	On file.	Updated quarterly.
Community Services Building	Cape Croker	Site analysis and site selection complete. Conceptual layout of building completed and approved by Band Council. Three Contractors/representatives of pre-engineered metal buildings companies to submit building proposals by June 21, 1978.	Building to be completed by the end of August.
Roads Department Building	Cape Croker	A proposed site for the building has been selected. It is to be evaluated in the next quarter with a building lay-out to be determined, and a brief to be presented to Contractors to be prepared by November, 1978.	Summer of 1979.
Cottage Development and Subdivision Plan	Cape Croker	Council to approve project before work begins.	Undefined.
Comprehensive Reserve Plan	Cape Croker	On hold pending approval and completion of a Terrain Analysis of Reserve Lands.	
Capital Management Submission	Cape Croker	On file.	Updated quarterly.
Comprehensive Reserve Plan	Christian Island	A draft Conceptual Development Plan for the community has been prepared,and is to be approved by Council. Cedar Point section to be added at a later date.	Fall; 1978

DECISION MAKING BODIES

INDIAN — GOVERNMENT

Band

Process → Meetings → Decisions

Treasury Board
Headquarters
Ontario Region
District

DECISION MAKING Elements:

1. Reduced Man Years
2. Developing alternatives to live within allocations
3. Presenting to Bands and developing process
4. Final Decision
5. Implementation

		Reduction of 7 man years for Peterborough District	APRIL 77
Agreement on course of action and document through minutes of meetings and/or Band Council Resolutions.	Initial District/Band meetings with 13 Bands to discuss implications and possible actions		MAY
	↕ ↕ Update District Staff		JUNE
	Presentation of action Plan and documentation to Region	Region to approve	JULY
	Continued dialogue with Bands based		AUG
	on approved course of action.		SEPT
Final approval from Bands	Continual dialogue with staff to be affected		OCT
↓ ↓	Involve Administration re ammended office requirements	District to proceed with plan approval from Region	NOV
Bands to continue a Monitoring of Departmental service.	Involve Regional Personnel regarding required staff actions by December 31/ 1977.		DEC
	Continued liaison and discussion with Bands and staff	Implement staffing based on action plan	JAN 78
			FEB
	Complete office requirements		MAR
			APRIL
			MAY
	All staffing complete. Staffing actions complete by June 30/78.		JUNE
			JULY

Action Plans

The action plans developed centred around the eight major tasks outlined on the attached graph. The persons responsible for heading up the task forces were reconfirmed. Task force members volunteered because of interest and expertise. The attached chart indicates membership on the various task forces.

Task forces met during the session to consider the following:

1) Additions of new components considered necessary;
2) Impact on Region, District, Bands;
3) Terms of reference; and
4) What the task force plans to do in a:

6 month period
1 year period

The following responses were presented for in conclusion in this Handbook:

TASK 1 - DECISION MAKING PROCESS

Chairpersons: Vern Gran, John Conduit

Members: Bhoo Agarwal, Frank Roscoe, Mitch Philip, Phyl Stewart, Brian Bennett

Add/Stop/Continue

No tasks should be stopped, but clarification of terminology is required -- after clarification, some tasks may be molded with another.

Order of tasks must be re-arranged to reflect their logical sequence in management. Linkages between the tasks must also be established.

Response to Directional Plan
Co-ordination
Manual of Management Assumptions

These areas require the most clarification and immediate work.

The Regional Development Plan and the District Development Plan should remain as separate tasks for they are quite different.

Sequence and ordering must be set prior to the time scheduling of the tasks -- there is a sequence which must be logically followed -- tasks cannot be done out of phase.

Concerns

The System designed to eliminate ad hocery is itself operating in an ad hoc manner.

Proper filing sequence of information must be established through research and development of a library of all applicable information relating to the Operations Framework.

The "railroading of tasks" should cease and desist -- scheduling of tasks at Geneva Park should be viewed as tentative until such time as proper sequence and ordering is established.

TASK 2 - DECISION MAKING PROCESS

Chairpersons: Vern Gran, John Conduit

Members: John Anderson, Alex Yuile, Ted Morton, Bhoo Agarwal, Jim McFarlane, Gord Mullin, Joan Dunn, Sandy Preiss

Status Report

Item 2.3 - basically completed
- band performance being reviewed
- review and update every 6 months

Item 2.4 - deadline April 1, 1979

Item 2.5 - Sandy Preiss to contact districts to determine status

Item 2.1 - terms of reference and mission statement by Sept. 1, 1978 assigned to Joan Dunn and Jim McFarlane

Item 2.2 - completed subject to recent financial amendments

TASK 3 - PROJECT PLANNING FRAMEWORK

Chairperson: Gordon Conquergood

Members: Cam Stuart, Gary Maxwell, Vince Webb, Ian Howes, Bill Garand, Frank Roscoe, Betty Laporte

Start

- Meeting monthly: Sept. 12 at 10:00 a.m., second Tuesday
- Inventory list (phase 1)
- Terms of reference "Information System"
- ?CPPMM "Form" alternatives

Stop

- Nothing until first meeting
- "Redbook" (PMS) issuance (? rewrite)
- Decelerate "Boss/Autocratic" brochures

Task 3 - Planning (Continued)

Continue

- Management Briefings: third Mondays
- Reactivated task: 12 persons

TASK 4 - FINANCIAL PLANNING FRAMEWORK

Chairperson: John Anderson

Members: Frank Bradley, Don Wellstead, Amie Dimatteo, Gordon Mullin, Bill Garand, Hugh McMorrow, Pat Godfrey, Phyl Stewart, Betty Laporte

Action Plan

1. Combine subtask 4.1 and 4.4
2. Use broader definition of computerization task 4.2 to include all regional office computer projects, not just B.C.S.
3. Recommend that subtasks 4.3 manuals and 4.5 administrative functions be moved into Task 5 Administrative Functions as more appropriate area.
4. Expand idea in subtask 4.8 Financial Training to include not just Financial staff, but also Program staff members in regional office and districts plus training in Finance for Band Administrators.
5. Add new subtask re B.F.A. area role and future projects.
6. Task 4 members to meet within 2 weeks from today to set up timetable and responsibilities.

TASK 5 - ADMINISTRATIVE FUNCTIONS

Chairpersons: Alex Yuile, Bill Garand

Members: Zaiga Luidmanis, Pat Derrane, Bhoo Agarwal, Howard McGregor

Plan to complete wrap-up and submit to A/Director General for decisions.

Task group considers the implementation of the concept should speed up reaction time to bands:

- provide better support to districts
- provide stronger management and control

The terms of reference for this task were defined: To organize the functions to provide better management of the administrative function with same or fewer man-years.

Task 5 - Administrative Functions (Continued)

Plans: In 6 months to: (1) prepare wrap-up
(2) have decision re go or no-go
(3) prepare terms of reference for implementation

In 1 year to implement decision.

TASK 6 - DEVELOPMENT CENTRE

Chairperson: Vern Gran, John Conduit

Members: Frank Bradley, Greg Hancock, Ted Morton, John Anderson, Dennis Wallace

Start

- Review task components and relationship to other tasks (2 weeks)

Continue

- Indicators (Greg Hancock)	-	Document 6 months Implement?
- Data Books (Bhoo Agarwal)	-	Document 12 months
- Planning and Management Concepts (Bhoo Agarwal)	-	6 months

TASK 7 - HUMAN RESOURCES MANAGEMENT

Chairperson: Dan Patterson

Members: Ian Howes, Mitch Philip, Joan Dunn, Mike McMillan, Pat Derrane, Sandy Preiss

TASK - OUTPUT

1. PLANNING FOR REGION

1.1 Objectives for region/districts
1.2 Directional plan by district
1.3 Region development plan
1.4 District development plans
1.5 ORLC and district liaison council
1.6 Manual of management assumption
1.7 Management policies/directives
1.8 Co-ordination
1.9 Directional Plan
1.10 Response to directional plan

2. DECISION MAKING PROCESS

2.1 Model of management process
2.2 Decision chart
    1.2.1 delegation of authority
    1.2.2 report to management
    1.2.3 forward agenda
2.3 District manager's desk book
2.4 District and regional plans
2.5 Planning teams in district

3. PROJECT PLANNING FRAMEWORK

3.1 PPF conceptual design
3.2 Capital management
3.3 O&M management
3.4 Inventory of project
3.5 Reporting system

4. FINANCIAL PLANNING FRAMEWORK

4.1 Financial information system
4.2 Computerization
4.3 Manuals
4.4 Management information needs
4.5 Administrative functions
4.6 Financial cycle
4.7 Finance Organization
4.8 Financial training
4.9 B.F.A. manual
4.10 Criteria for band audits

5. ADMINISTRATIVE FUNCTIONS

5.1 Administrative centre functions
5.2 Organization
5.3 Office administration

..../2

TASK - OUTPUT

6. DEVELOPMENT CENTRE

- 6.1 Indicators
- 6.2 Data books
- 6.3 Operations framework
- 6.4 Planning/management concepts
- 6.5 Documentation
- 6.6 Briefing material

7. HUMAN RESOURCE DEVELOPMENT

- 7.1 Region, District, Band
- 7.2 Communication

8. ORGANIZATION DEVELOPMENT

9. SPIN-OFF TASKS

OPERATIONS FRAMEWORK

August 1, 1978

TASK	CHAIRPERSON	OTHER MEMBERS	REMARKS
Task 1 - Planning for Region	Vern Gran John Conduit	Bhoo Agarwal Frank Roscoe Mitch Philip Phyl Stewart Brian Bennett	1.9 ORLC
Task 2 - Decision Making Process	Vern Gran John Conduit	John Anderson Alex Yuile Ted Morton Bhoo Agarwal Jim McFarlane Gord Mullin Joan Dunn Sandy Preiss	2.5 District Managers
Task 3 - Project Planning Framework	Gord Conquergood	Cam Stuart Gary Maxwell Vince Webb Ian Howes Bill Garand Frank Roscoe Betty LaPorte	
Task 4 - Financial Planning Framework	John Anderson	Frank Bradley Don Wellstead Amie Dimatteo Gord Mullin Bill Garand H. McMorrow Pat Godfrey Phyl Stewart Betty LaPorte	District BFA's

OPERATIONS FRAMEWORK

August 1, 1978

TASK	CHAIRPERSON	OTHER MEMBERS	REMARKS
Task 5 - Administrative Centre	Alex Yuile Bill Garand	Zaiga Luidmanis Pat Derrane Bhoo Agarwal Howard McGregor	
Task 6 - Development Centre	Vern Gran John Conduit	Frank Bradley Greg Hancock Ted Morton John Anderson Dennis Wallace	
Task 7 - Human Resources Management	Dan Patterson	Ian Howes Mitch Philip Joan Dunn Mike McMillan Pat Derrane Sandy Preiss	
Task 9 - Spin-off Tasks	Vern Gran John Conduit	Open depending on tasks.	

OPERATIONS FRAMEWORK REVIEW

Past/Present/Future

The outgoing Director of Operations and Acting Director General, Owen Anderson, arranged the Regional Management Committee Learning Session to review the status of the Operations Framework and to ensure a detailed and thorough turnover to the new Acting Director General, Vern Gran, and Acting Director of Operations, John Conduit.

In his opening speech, Owen referred to the cybernetic model in which the fifth and top level in an organization is viewed as the steering mechanism. During the session participants defined the present status of the tasks and activities involved in the Operations Framework; evaluated how the mechanism is working at this point in time; indicated in the Action Plan the directions they believe it should now take; voiced any concerns and areas of ambiguity.

Participants devoted a high degree of energy and effort to the program in order to achieve its purposes. This has not been an easy task as the learning process is often painful and frequently frustrating. But under Owen's leadership it happened. This has been a significant accomplishment and not without risk.

The Region has reassessed its situation and has set a firm direction in which to steer. Task Forces have been given renewed vigour with the addition of members who volunteered to act because of interest in and concern for the particular activity. This is the essence of true involvement which contributes to the health of an organization. This Handbook is a compilation of the major outputs of the meeting. It is, in many respects, a map, which gives direction, and advice, and points out areas of concern and potential difficulty to be dealt with.

Owen, Vern and John expressed appreciation for the continuing efforts of the Regional Management Committee and all other staff members who are contributing much towards the achievement of our Regional goals.

Commitment to the Operations Framework

Acting Director General, Vern Gran, in his summary remarks stated that he was pleased with the work accomplished at the Operations Framework Review. As head of the Ontario Region, he attaches prime importance to the efforts of Districts working with bands at the grass roots level.

In addition, he stressed that managers may not allow their ongoing responsibilities to slide in order to work on the Operations Framework. Both functions must be carried out. While this may seem to impose a heavy workload on staff for a time, he firmly believes that the continuing development and implementation of the Operations Framework is the most feasible approach to enable the organization to deal with the complex, turbulent environment in which it exists. For this reason, he is committed to a vigorous effort in developing and implementing the system. Toward this end, Frank Roscoe has been charged with the responsibility, as Co-ordinator of the Ontario Operational Framework, to ensure that all the tasks related to the Framework are completed within a reasonable time frame. In addition, he will ensure that recommended changes to management assumptions and systems developed by the various task forces are presented for approval and implementation. Frank will report directly to the Director of Operations.

August 1, 1978