

BLOOD BAND  
ADMINISTRATION STUDY

Management

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DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

MINISTÈRE DES AFFAIRES INDIENNES ET DU NORD CANADIEN

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## Administration

This report highlights <sup>those</sup> areas which ~~are~~ require immediate attention for the Blood Bank, such as; basic management principles, organizational structure and some broad systems and procedures suggestions.

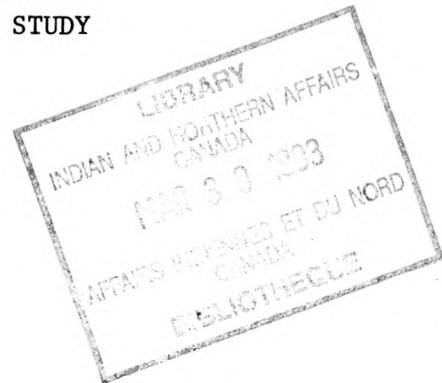
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DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

MANAGEMENT SERVICES

BLOOD BAND ADMINISTRATION STUDY

PROJECT NO. 185



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MARCH, 1971

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BLOOD BAND ADMINISTRATIONINTRODUCTION

This study was undertaken at the request of the Blood Band Administration in accordance with the terms of reference contained in a letter from Mr. Edward Fox dated November 13, 1970, and shown as Appendix "A".

The terms of reference cover all aspects of Band operation and management. At this stage the Team has not gone into as much detail as these terms of reference perhaps would imply. Instead, we have dealt with first things first. With your help, we have tried to identify several of the Band's major problems and deal with them. The following report therefore highlights those areas which we think require immediate attention: basic management principles, organizational structure and some broad systems and procedures suggestions. We will be available to help implement our recommendations and suggestions. If the Council would then like further or more detailed studies, the Team would be most anxious to comply.

The Team acknowledges the help and co-operation given by the members of the Band Council and the Administration.

BACKGROUND

The Indian Affairs Branch introduced the Grants to Bands Program with the following stated objective:

"To encourage the transfer to Bands of the authority, the responsibility and financial resources which will enable them to do for themselves many of the things which the Branch is doing for them".

To a high degree, this objective has been reached by the Blood Band. At this date the Band Administration is involved in the Management of nearly all major programs previously handled by the Indian Affairs Branch.

This progress has been accomplished in a relatively short period; the Band hired its first employee in 1964 and the total administration was completely staffed with Band personnel by 1967.

This transition from a passive role, that existed when the Indian Affairs Agency was in control to one of actively managing their own affairs required a major re-adjustment, in relationships and clarification of roles. This is an on-going process and will require a determined effort by all concerned to insure the uniformity and consistency required in a strong organization.

The Band Administration must periodically reassess its operation with a view to consolidation, and organizational adjustment to meet the objectives of the Blood Band in a more effective way.

## BAND ORGANIZATION

### General

The following is a brief description of the present organization of the Band Administration. The object is to put in perspective the position of the various levels of Band management. (See Figure 1, Page 6 )

### Council

The local government of the Blood Band consists of a Chief and twelve councillors, who comprise the Band or Tribal Council. The Chief and councillors are elected by the Band members every two years and their terms run concurrently.

The Chief presides at all Council Meetings and normally appoints a Chairman from among the members of the Council. The Band Council meets regularly for five days during the first week of every month, but additional special meetings are held when required.

### Standing Committees

There are at present eight committees and every Council member serves on at least one committee. The Committees meet when required, but efforts are made to meet at least once a month.

Standing committees have a primary responsibility for initiating policy and assisting Council in solving problems in their particular sphere of responsibility. No minutes have been found of the Finance Committee and therefore we must assume that it is not active.



### Special Boards and Commissions

Due to the development of industry on the Reserve the Band Council created a corporation (Red Crow) with the main objective of acting as the legal entity for the Band, primarily in the area of economic development. The Council names the Directors for a specified period of time. In addition, although not shown, the Red Crow Recreation Commission supervises the facilities and recreation activities of the Band, concentrating its efforts mainly in the Standoff area.

### Band Administration

Administration is conducted through ten departments and all are directly responsible to the Band Manager and indirectly to the corresponding Standing Committee. The Band enterprises also appear under the Band Manager, although the exact relationship was not clear during the study.

The Band Manager is responsible to Council for the efficient administration of activities within the Band.

The Band Manager is complemented by an Assistant whose duties include substituting for the Manager in his absence as well as keeping the Manager informed on the progress of field projects and activities. Although it is not spelled out in the job description he has also assumed the personnel functions, other than documentation. (See Figure 1, P. 6 )

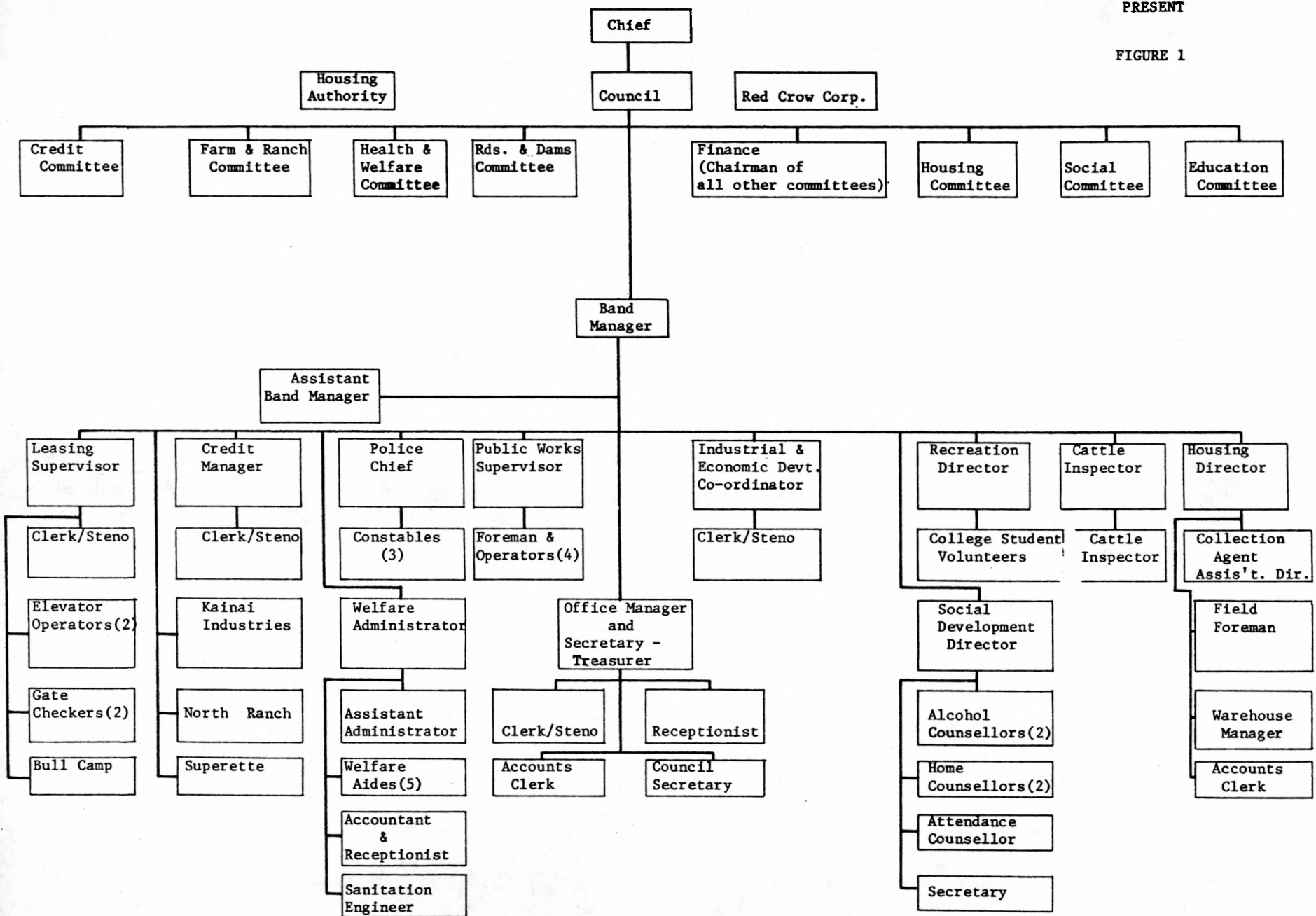
The above is only an outline of the present Band organization. It describes in a brief way the management elements that must be present in all viable

organizations: planning-policy formulation, execution and control.

The roles of the various components and the relationships that should exist must be clearly understood and recognized at each level from the highest to the lowest if efficiencies are to be accomplished.

PRESENT

FIGURE 1



## ROLES AND RELATIONSHIPS

### Council

Basically the role of Council, as the elected body, is to interpret and translate the wishes and needs of the Blood Band members into policies and legislation. The Council has the power, within limits defined, primarily by the Indian Act, to decide what services should be provided, how these will be financed, and provide the means for the execution and control of these services in the interest of the Band members.

### Standing Committees

The standing committees, selected by Council, though with no formal decision-making and direct supervisory authority, have nevertheless responsibility over specific functions of administration which requires very close working relationships with supervisors.

The committee's role, however, is or should be to consider the matters referred to them and report to Council for approval and action.

The Council must then provide the direction to the Band Manager, who is the chief executive officer of the Band, for the implementation of its decisions. The Band Manager is charged with the actual task of administering and enforcing the regulations as directed by the Council. He accomplishes this through his Band Administrative staff.

The Band Manager in the above role must act, therefore, as a bridge between the elected Council and the Band Administration.

#### Band Manager

It is the Manager's responsibility to provide the means, whereby the Council can draw upon the knowledge and expertise of the permanent staff for the formulation of policy and the solution of problems. The separation that exists, at least in theory, between the role of policy-maker (Council) and execution (Administration) is brought together in the office of the Band Manager.

#### Training

The findings of the Team indicate that the relationships between Council and Administration are at times strained; both sides feel that the other is not carrying out its duties as intended. This condition is in part due to misunderstanding of the respective roles, of the problems faced by each other, and the difficulty in relating theory to actual practice.

The involvement of Council/Committees in relatively routine operational decisions and their absorption in details of administration leads to the neglect of adequate planning, objectives, policies and guidelines which would enable Council to increase delegation of authority to the Administration. This situation should be minimized when Council and Administration recognize and accept their respective roles. We recognize that experience plays a decisive part in solving of problems dealing with relationships, but this process can be speeded up by making a determined effort to get acquainted with each other's roles. Consideration

should be given to training with special emphasis in the basic functions of management.

Although academic training should continue to be provided and encouraged, on-the-job training should be of the highest priority.

We suggest that Council evaluate the possibility of requesting experienced managerial assistance, preferably in the area of municipal government for consultation purposes.

We, therefore, recommend that:

BB-1            *Council consider the feasibility of  
obtaining the services of an experienced  
manager.*

Suggestions on guidelines and decision-making will be dealt with in the section on Guidelines, Authority Delegation and Performance Review.

#### Employer - Employee Relationship

The employer - employee relationship is much stronger than it ever existed when the Indian Agency was charged with the administration of the Band. At present the Band Council has the ultimate responsibility for the hiring, firing, setting conditions of employment and enforcing them, etc. The involvement in this aspect was practically non-existent when the Agency was in charge. The administrative staff, as employees of the Band Council must therefore look to Council for their welfare (job security, working conditions, remuneration, etc.) as well as for direction in the performance of their duties.

Personnel policies are vague and though approaches have been made to correct this, nothing has been resolved. Job security is a real concern of all permanent employees, as well as pay scales and the need for a pension plan, etc.

Under present conditions, the hiring and the retaining of qualified staff at the management level is very difficult.

We, therefore, recommend that:

BB-2

*A special committee of Council be set up to develop policy in respect to recruitment, selection, conditions of employment, pay scales and employee benefits.*

#### Indian Affairs Roles

Training and Assistance - The Indian Act and the Grants to Band Program provided the mechanics by which financial and administrative responsibilities could be transferred, but little guidance was given to clarify the responsibilities of the Indian Affairs Branch and the Band in their new roles.

The Blood/Peigan District assumed the responsibility of providing the basic administrative training and assistance to the degree required to enable the Band to take over Indian Affairs programs. The intent was to follow this by making Indian Affairs services available to the Band "on request" for consultation.

The interviews carried out at the Band Office and the District Office indicate that while this initial training and assistance was provided, no programmed follow-up work was undertaken. Therefore, while the Band Administration still expects continual assistance and training from Indian Affairs, the District Office is acting only on request or when problems become acute.

It must be recognized by the Band, however, that the involvement of Indian Affairs in the administrative functions must change in relation to the improvement and efficiency of the administrative staff. Therefore, the nature of the present involvement will not and should not be the same.

If a high degree of autonomy is the goal of the Band, the actual assistance provided by the District should diminish. We believe that to accomplish this, it should be the responsibility of the Council or the Band Administration to take the initiative and request assistance from the Indian Affairs Branch or other agencies whenever and wherever it is needed.

Liaison - Implementation of Government Policy - The authority rested on the Minister and the responsibilities of the Federal Government in respect to the administration of the Indian Act requires the involvement and co-ordination of the Indian Affairs personnel at field level. Therefore, contacts between the Band Council and Indian Affairs must remain constant. The latter must interpret to Council the policies of the Federal Government thus performing the role of interpreters and co-ordinators of Government programs and policies.



Financial Control over Departmental Programs - The Band must realize that as long as grants are made to the Band, accountability of some sort must be made for the financial expenditures by the Band. In this respect the Indian Affairs personnel must liaise between the Band Council and Headquarters.

The above roles of Indian Affairs Branch will change in accordance with new agreements reached or revised. For better understanding and improved communication, we recommend that:

BB-3

*A meeting be held periodically between the Band and Indian Affairs to clarify and identify their respective roles in training, assistance, implementation and financial accountability of Federal policies and programs.*

## MANAGEMENT PRINCIPLES

### Objectives

Proper planning is only possible if objectives are clearly stated and are expressed in specific and practical terms. Other than the very broad objectives, documented in the proposed Blood Tribe Constitution, specific objectives were not known or understood by the supervision with the exception of the Housing, Roads and Dams.

Preparation of guidelines, delegation of authority and control or performance review is only possible if objectives are known and understood. Therefore, without adequate objectives the assessment of performance is difficult.

We, therefore, recommend that:

BB-4

*Objectives for each program area be set at the beginning of the fiscal year and that quantitative measurement for these programs be established and reviewed periodically.*

### Guidelines

At present there are very few guidelines for the spending of program money except in welfare where the provincial policy is followed. There is no one single method of making decisions in the other programs, but the decisions are generally made by the Councillors (See App.B-1).

Some of the disadvantages of the current process are:

1. The Councillors are overloaded making decisions about who gets a house, a loan etc. These decisions are made case by case so that they lack uniformity and consistency. They are often made without knowledge of or reference to the budget which Councillors had previously approved.
2. Those few guidelines which have been proposed are usually hidden in council minutes. The Administration has no written references, and applicants are seldom aware of the guidelines.
3. Because the Administration is not deeply involved in decision-making, the Councillors often find that essential information is not available. When this happens time is wasted and the decision must be put off until the information is obtained.

Some of the benefits of guidelines are -

- uniform and consistent criteria published for all to see.
- reduce the Councillors' workload leaving more time for broad policy-making and program review.
- involve the Administration in policy making and provide the framework for delegating policy decision-making to the Administration.

Therefore, we recommend that:

BB-5

*Guidelines be prepared for each program area. In particular, guidelines should cover the allocation of housing, housing repair money, loans, land and roads.*

A procedure for developing and updating guidelines is outlined in App. B-2. A number of conditions are implied in the procedure. The guidelines will only be useful if these conditions are also met. Therefore, we recommend that:

- BB-6 *Guidelines must be referred to by the Administration and the Councillors when decisions are made.*
- BB-7 *They must be written down and distributed for all to see.*
- BB-8 *The Administrator should explain to unsuccessful applicants why they do not qualify under the guidelines, before they appeal to the Councillors.*
- BB-9 *Each committee should set time aside for public hearings to consider appeals and suggestions for changing the guidelines.*
- BB-10 *The Administration must point out to the Councillors whenever they are going against their original guidelines.*
- BB-11 *If the Administration notices a pattern of amendments they should re-write the guidelines and get the committee to formalize the change.*

#### Delegation of Decisions

Once the guidelines are precisely written and the Administrator is experienced in interpreting the wishes of the committee, the committee may find that they do not need to make changes to the Administrator's priority lists. Rather than rubber-stamping the priority list, then, the committee could consider delegating the authority for making routine decisions to the Administrator. We predict that the allocation of most houses, loans etc. can be made quite routinely with the Council reviewing overall performance after the fact and hearing appeals.

As a goal for the future, we therefore, recommend that:

BB-12

*The Council consider delegating the responsibility for decisions to the Administration as soon as these decisions become routine.*

At this stage appeals from applicants and changes in the guidelines will not likely occur frequently enough to occupy the full time of the standing committees. Therefore, this recommendation will make it possible eventually for the committees to be disbanded, to meet only on special occasions. As a goal for the future, therefore, we recommend that:

BB-13

*The Council consider reducing the number of standing committees or the number of regular committee meetings as soon as the Band Policies are well established.*

#### Delegation of the Implementation of Policy

The following are examples of some of the decisions which normally have to be made in order to implement, for example, the housing policy:

- authority to hire staff
- authority to assign tasks to staff
- authority to sign contracts
- authority to purchase equipment and materials

In normal business practice some of these decisions are usually delegated to managers. In the Blood Tribe, we find it has been the practice for the Councillors to become deeply involved in the implementation of policy rather than delegating these operational decisions to the Administration to make on their own.

It is also normal business practice for managers to be held responsible for misuse of delegated authority. Yet we find the councillors have on several occasions been unwilling to take corrective action against the Administration when mistakes have been made.

We suggest that the Council concentrate on policy-making as far as possible. We also suggest the Council should delegate operational decisions to the Administration and should hold the Administration accountable for these decisions. The advantages would be:

1. Councillors will be relieved of a heavy workload of relatively minor decision-making and will have more time to review the overall accomplishments of the Administration.
2. Decisions will be made more quickly and programs will be implemented faster, to the benefit of the Band.
3. The morale of administrative staff will likely improve as the frustration of waiting for decisions from Council is reduced.
4. The managerial capabilities of staff will be developed.

As already noted, these benefits will be achieved if Council concentrates more on program review and on taking disciplinary action if delegation is abused by staff (see next section).

Therefore, we recommend that:

BB-14            *The Council delegate more of the responsibility  
for implementing policy to the Administration.*

#### Performance Review

We find that the Councillors review performance sometimes by requesting verbal or written reports and occasionally by sending in a special investigator. The most frequent type of report is a progress report. While interim or progress reports are useful they do not present a complete picture. We note that very few reports summarize a complete year's performance. Moreover, the summary reports we saw did not highlight the results achieved. For example, they stated the dollars spent but not the number of houses repaired and how many houses the Council had expected to repair for that price. Reports which detail performance against plan, and which match the dollars spent to the results achieved, would provide useful information for Council to make a complete evaluation of the Administration. These reports will become more and more essential as Councillors begin to concentrate their time on guidelines and policy making.

Therefore, we recommend that:

BB-15      *The Administration prepare regular reports detailing the dollars spent and the results achieved each year, compared to the original plan.*

The same applies to progress reports. Right now Councillors often ask "How are things going?" but they seldom ask "How far did you expect to be by this time?" Therefore, we recommend that:

BB-16      *The Administration prepare progress reports detailing dollars spent and results achieved compared to the progress anticipated in the original plan.*

We place high importance on Council's reviewing function and support the Council in asking for progress reports from the Administration. We notice cases where Council's questions have not been answered and where no representative of the Administration attends a Council meeting to answer questions. At the same time the administrative staff cannot be expected to attend meetings which do not concern their area of work.

Therefore, we recommend that:

BB-17      *The Band Manager attend all meetings of the full Council.*

BB-18      *Each activity manager attend all meetings of the standing committee dealing with his area of work.*

BB-19      *When Council wants special reports, they should give notice to the Band Manager and at the next month's meeting have the activity manager make a special appearance.*



BB-20            *Council minutes should have a new format with an "Action Date" and a "Decision" column, to make it easier for Council to check what action has been taken when it reviews the minutes at the next monthly meeting (See example in App. E).*

#### Supervision - Band Manager

As pointed out previously, the Band Manager's position is very demanding in that it requires not only administrative leadership, but also the knowledge to deal with and assist Council in the formulation of policy and the solution of policy problems.

Time to deal properly with council and supervise the various departments weighs heavily on the Manager; however, consideration must also be given to co-ordination and liaison with Indian Affairs, outside agencies and institutions having dealings with the Band.

It must be recognized also that during the development of a local government, close supervision must be given to subordinates.

This supervision cannot be given in a consistent way with the Manager absent from the office approximately 50 to 60 per cent of the time. Our examination of the reasons for the time spent away reveal that, as far as it is possible to determine, the time was on behalf of the Indian Band with a large percentage of time devoted to the economic development aspects of the Reserve.

Regardless of how worthy the causes may be, long and repeated absences can only result in neglect of the managerial responsibilities. As stated before, at this stage of development, the Band Administration requires the full attention of their senior management.

We recognize that the attendance at various conferences and meetings will always be part of a Manager's activities. However, we suggest travel should be minimized to those activities directly related to the Administration of the Band and telephone calls and correspondence should be used more often as alternatives to travelling.

We, therefore, recommend that:

- BB-21            *Every effort be made to minimize the absences of the Band Manager.*
- BB-22            *Travelling be restricted to activities related directly to the Administration of the Band.*
- BB-23            *The increase in the use of the telephones or correspondence be considered where feasible in lieu of travel.*

PROPOSED ORGANIZATION

The proposed organization is shown as Figure 2, Page 27.

Some of the basic considerations in restructuring the present organization were:

- the inability of the Manager to provide the necessary attention to control and co-ordinate the present fragmented organization.
- the requirement for much closer and constant supervision.
- the economics and flexibility provided by increasing the size of the units.
- the increased co-ordination of activities with common or similar objectives.

The new organization structure delineates four specific units under the Band Manager.

- Social Services - responsible for the Welfare Program, Recreation and the recently established social development unit.

To provide a larger scope to the activities of the Recreation unit and avoid misunderstanding we suggest the title change to Community Development.

We recommend that the present position of Social Development Director become the Social Service Director, retaining his

present responsibilities while adding general supervision of the Welfare and Community Development programs.

- Credit and Lands - responsible for Loans, Lands, Leases and Livestock inspection.
- Housing and Public Works - This department to be formed by the incorporation of the activities of the Roads and Bridges Section and utilities under the responsibility of the Housing Director. The vacant position of Public Works Supervisor be deleted.
- Administration and Finance - Basically this department will retain its responsibility for providing administrative and financial support.

Office and financial procedures in all areas should be the ultimate responsibility of this Department.

As an initial area towards consolidation the collection of housing rents and mortgage payments could be transferred to the Credit Department.

Band Scouts

The Band Scouts would still report administratively to the Band Manager but remain under the direction of the R.C.M.P. detachment.

Economic Co-ordination

The Economic Development Co-ordination function should report and be responsible to Red Crow Development Ltd. This places the Co-ordinator and his staff in a position to carry out the wishes of the corporation in the planning and development process of the Reserve.

In addition, established Band enterprises should benefit from the direction of the Red Crow Development which is the only constituted legal body of the Band. The managers of the various established enterprises will therefore report and be accountable to the Directors of the corporation.

Housing Authority

A study conducted by Underwood McLellan and Associates Ltd. or the "Housing Authority for the Blood Reserve" recommended the organization of a Housing Authority.

The recommendation of the consultants has not been implemented and though we did not study in depth this area, the problems of the housing program, the lack of effectiveness and accomplishment would indicate lack of direction and adequate control.

The formation of a Housing Authority would give the emphasis required, and with adequate delegation of authority from Council the Director would better be able to carry out his program.

We, therefore, recommend that:

BB-24        *The new organization structure shown on page 27 be adopted for the Blood Band Administration.*

BB-25        *The Council consider deleting the present Housing Committee to be replaced by the Band Housing Authority.*

#### Manual

To formalize the reorganization of the Band Administration and provide management and staff with a better understanding of the functions, their objectives and relationships, functional descriptions and position descriptions should be prepared to conform to the new structure. It will be advantageous to keep this information in manual form as a ready reference for all personnel.

We, therefore, recommend that:

BB-26        *Functional and position descriptions be prepared to conform to the reorganized Band Administration and that the information be kept in Manual form for ready reference.*

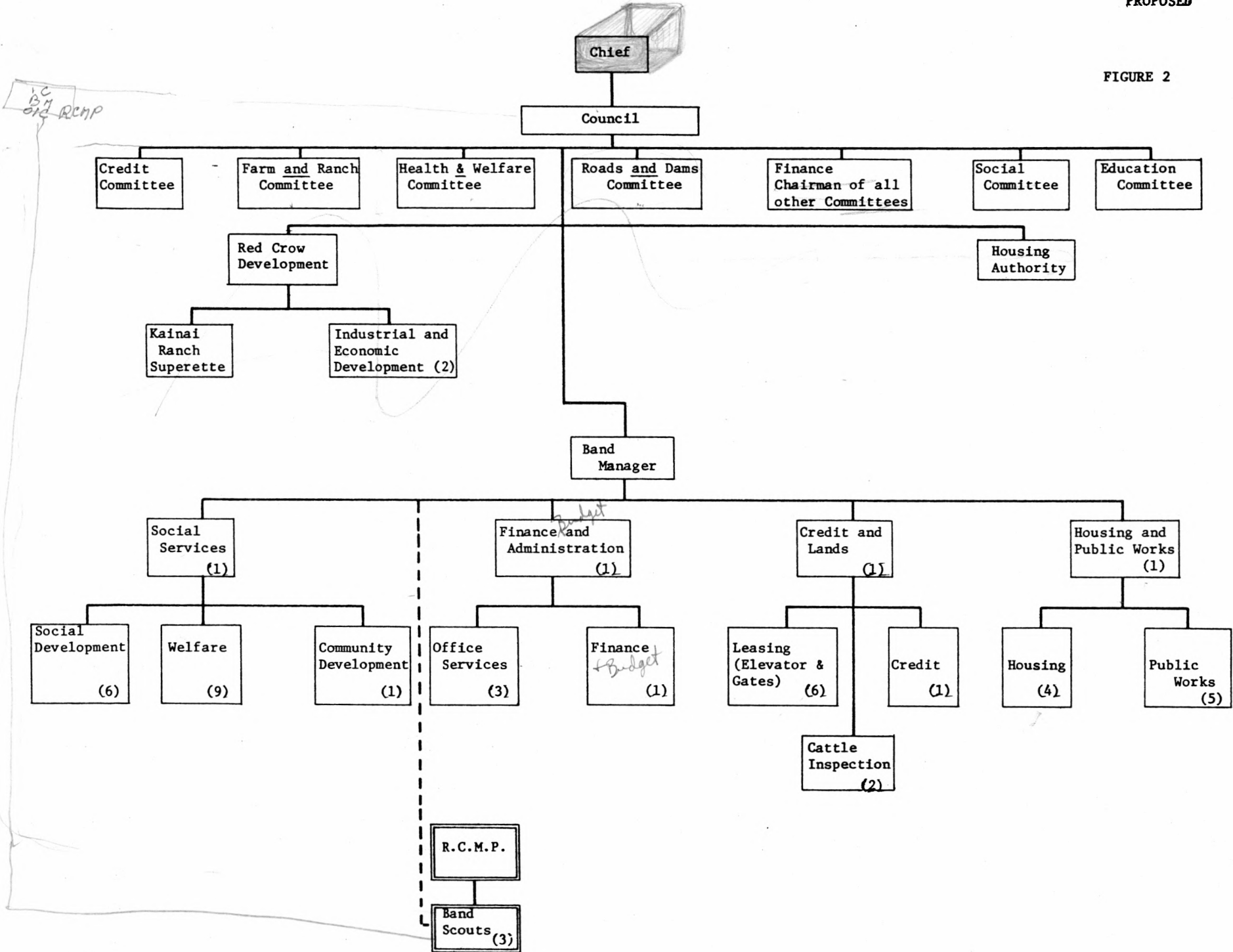
Staffing

The staffing requirement of the Band was analyzed and determined adequate, although at times ineffective.

The Organization was reviewed and a proposed organization outlined. The proposed organization will better allow for control over Band programs and staff. It is suggested that future manpower requirements may best be recruited from within; thus allowing staff members to remain constant while increasing the overall efficiency and effectiveness of the organization.

The proposed organization eliminates the need for an Assistant Band Manager, Public Works Supervisor and one of the two Cattle Inspectors by decreasing the overall span of control while increasing the responsibility of specific supervisors. The supervision of field operations, presently assigned to the Assistant Band Manager, should be performed by the functions primarily responsible for the field operation.

FIGURE 2



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ADMINISTRATIVE IMPROVEMENTS

In observing the operations contained within the Administrative function, the Team formed ideas about changes that could be made to simplify the work for the office and program staff and to provide better service to the Band members. These are described below in point form.

Office Hours

Post a schedule of office hours outside the Administration building.

Place a schedule in the waiting area designating the days and hours officers are available for appointments.

Ask all officers to inform the receptionist of their whereabouts and the time they expect to be away.

Schedule coffee breaks only for those hours the office is closed; this will increase the service potential while cutting down on general disruptions caused by staff being away.

Ask those people involved with front desk operations to maintain their work stations while the office is open to the public.

Filing

Pack away all the basement files in the same number sequence used in the current files upstairs.

Ensure a charge-out card is used whenever the basement (dormant) files are borrowed.

We are sending you a Treasury Board Records and Disposal Schedule. We suggest you use it as a guide to help you decide when to destroy old and unimportant files.

The Office Manager should have authority over all records and should regularly inspect files in other sections.

Your files have the same titles as I.A.B. Some are not used any more and should be replaced by your own file titles.

#### Absenteeism

The staff should report to the Office Manager when they are unable to report for work.

#### Financial Reporting

All activities be requested to submit their budget to the Office Manager before the beginning of the fiscal year, for consolidation and presentation to the Band Manager and Council.

All activities be requested to submit an up-to-date financial summary each month for submission to Council.

Monthly reports show estimated year to date expenditures rather than total year budget.

The Office Manager should consolidate financial figures and present to Council a report assessing the spending against physical and financial predictions.

Accounting procedures (including internal control) as recommended by the Band Auditor be strictly followed.

### Office Procedures

The Team was unable to locate any documented office procedures during the study. Discussions with various staff members indicated that although verbal procedures were known, they often varied depending on the worker.

This approach does not allow for the much required continuity essential in good management. The Team suggests that all staff be required to document those procedures common to them and that the Office Manager review said procedures in an effort to consolidate and thus streamline the Administrative operation.

### Office Layout

Very little in the way of layout improvements can be expected in the present accommodation and the benefits of changing the layout could not justify the cost. The present accommodation (approx. 1500 sq. feet) is insufficient to provide the required area for the present fifteen employees, their equipment, files etc. and a reception room.

Furthermore, documents in file indicate that the Band will be requested to vacate the building in order to provide additional space for the Post Office.

In addition Council must meet in the basement in a chamber room which though adequate in size, does not provide the best in atmosphere.

Therefore, the Band must go ahead without delay with the building of the proposed Administration building. A new layout will definitely contribute to improvements in the efficiency and effectiveness of the administration of the Band's affairs.

With some of the guidelines obtained in discussions with the staff and the real estate agent hired by the Band, the Team has prepared three alternative layouts. The sketches were sent out to the Band Administration with a covering letter detailing area for each function.

The layouts are presented to assist and provide ideas in determining a final layout. Considerations such as location of stairways, the provision of washroom facilities for the public, the decision to provide or not to provide separate waiting rooms for social assistance recipients and the general public etc. affects the layout.

The layouts show only the general layout by functions; locations of private office or location of the staff must still be worked out.

We, therefore, recommend that:

BB-27

*The Band proceed without delay with the building for the Band Administration.*

BB-28

*The layout of offices follow, in general, the functional grouping as suggested in sample layouts.*

Welfare

Band Administration look into the possibility of having permanent (disabled, unemployables etc.) welfare cheques issued through the Edmonton Treasury Office.

Welfare be authorized to sign cheques initiated at the Welfare Office.

Adopt a schedule for having vouchers phased out and payment by cheque issued in their place.

Ensure that Merchant Relief forms be mailed directly to the Standoff Welfare Office.

Housing and Public Works

Immediate action be taken to finalize all rules and regulations designed to supply guidelines for the Housing Authority.

Propose that procedures already laid out in the Housing Authority be adhered to.

Credit and Leasing

The Credit Manager initiate a full scale recovery program in an attempt to increase the annual recouping of money.

*Blood Tribe Administration*

CARDSTON, ALBERTA 13 November, 1970

OUR FILE NO. 773/29-6-2-2

Mr. T.A. Turner  
 District Supervisor  
 Blood/Peigan District  
 Federal Building  
 LETHBRIDGE, Alberta

YOUR FILE NO.

Dear Mr. Turner:

This refers to the meeting which I had with you and Mr. Piper to discuss the terms of reference of the Management Study of the Blood Band Administration to be undertaken during the month of December.

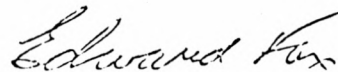
Although the Study was originally suggested in connection with our request for a greater Grant to support our administrative requirement and particularly to give the Band and your Department some guidelines as to the number of staff required to carry out our administration, I would like to suggest that the consultants also look at the following areas while they are here:

1. An examination of the areas of responsibility of the Band Administration and comments on the degree to which these are being met and suggestions for improvements in this respect.
2. An examination of the guidelines and policies which have been given to the Administration by the Council and comments on the adequacies of these and areas requiring improvement.
3. An examination of our Tribal Administration organization and our system of delegation of authority and comments related to these in the light of our overall responsibilities.
4. Comments with respect to the suitability of our present office accommodation. Any suggestions on recommended space requirements and office lay outs would be most helpful in our planning for a new office.
5. The effect of the present relationship which exists between the Department, the Band Council and the Administration, particularly with respect to the delineation of the roles of these three groups.

6. An examination of the work flow patterns within our office.
7. Your comments with respect to the staff required to carry out our responsibilities.
8. After examining our operation in detail as indicated above, I would hope that your consultant would have definite suggestions to make with respect to training needs and the adequacy of the present training which we are receiving. We would be most pleased to receive these comments.

Because of the importance we attach to this Study and the assistance that it could give us in further developing our Administration, I hope that your Department will be able to include all of the foregoing in their terms of reference.

Yours very truly,



Edward Fox  
Blood Band Manager  
Blood Band Administration

PROPOSED PROCEDURES TO DEVELOP GUIDELINES  
(APPLICABLE TO HOUSING, ROADS, LAND & LOANS ETC.)

1. ADMINISTRATION DRAWS GUIDELINES TOGETHER

Guidelines should cover statement of objective or needs and all the information that is necessary to make decisions and to rank the needs of people.

- by initiating a survey of needs (like P.P.E.O. survey)
- OR
- by extracting decisions from the Council/Committee minutes,
- or by proposing their own guidelines,
- or by asking councillors what guidelines they would like to use.
- by drawing up a budget of the cost to meet the needs.

2. ADMINISTRATION PRESENTS PROPOSED GUIDELINES TO COUNCILLORS FOR APPROVAL.

- each activity manager to write up guidelines and show how they will present information to Committee in the future, and what decisions first committee and then council will have to make.

3. COUNCILLORS DISCUSS, AMEND AND FINALLY GIVE APPROVAL.

- perhaps many discussions will be necessary to achieve agreement.
- copies are prepared and distributed to Council Admin. and Band.

4. ADMINISTRATION OBTAINS NECESSARY INFORMATION TO MAKE DECISIONS.

- first step is usually application form and interview.
- may have to hire consultants to help rank or rate the applicants - i.e. credit check, building assessor.

5. ADMINISTRATION DRAWS UP PRIORITY LIST (IF NECESSARY).

- perhaps use a point rating, or
- perhaps could be "first come, first serve" until money runs out.

6. COUNCILLORS CHANGE OR APPROVE PRIORITY LIST.

7. ADMINISTRATION POINTS OUT WHEREVER COUNCILLORS DEVIATE FROM GUIDELINES AND ALSO POINTS OUT BUDGET IMPLICATIONS.

8. ADMIN. INFORMS APPLICANTS.

9. COUNCILLORS HEARS GRIEVANCES FROM UNSUCCESSFUL APPLICANTS.

10. IF ANY ADMINISTRATION PRIORITIES ARE CHANGED, ADMINISTRATION MUST POINT OUT TO COUNCILLORS THEY ARE DEVIATING FROM GUIDELINES AND FROM BUDGET.

11. IF THERE IS A PATTERN TO CHANGED PRIORITIES, ADMINISTRATION MUST SUGGEST REVISED GUIDELINES TO COUNCIL.



PRESENT METHOD OF MAKING POLICY DECISIONS

<u>PROGRAM</u>	<u>DECISION REQUIRED</u>	<u>MADE BY</u>	<u>CHECKED BY</u>	<u>APPEAL TO</u>
Welfare	who shall get assistance	Welfare Admin.	Band Manager (countersigns)	Committee or Council
Housing	new house housing repairs	committee committee	Council Council	Council Council
Credit	bank loan up to \$3,000	credit manager	-	Council
	bank loan over \$3,000	committee	-	Council
	band loans	Council resolution	District	-
Public Works	road to a house other roads	committee committee (in budget)	Council	No appeal
Land	allotment of land	Council	Minister (Section 20 Indian Act)	No appeal
Leasing	who shall lease and how much shall they pay	Council	Minister (Section 58 Indian Act)	No appeal

NUMBER	COUNCIL MINUTES	DATE	
ITEM	DISCUSSION	DECISION	ACTION DATE

SUMMARY OF RECOMMENDATIONS

BB-1 Council consider the feasibility of obtaining the services of an experienced manager. ✓

*BB-2  
Soft rep.  
Nutred chairman  
Quick as possible*  
BB-2 A special committee of Council be set up to develop policy in respect to recruitment, selection, conditions of employment, pay scales and employee benefits.

*BB-3  
Chairman*  
BB-3 A meeting be held periodically between the Band and Indian Affairs to clarify and identify their respective roles in training, assistance, implementation and financial accountability of Federal policies and programs.

*BB-4  
general  
system?  
cycle*  
BB-4 Objectives for each program area be set at the beginning of the fiscal year and that quantitative measurement for these programs be established and reviewed periodically.

BB-5 Guidelines be prepared for each program area. In particular, guidelines should cover the allocation of housing, housing repair money, loans, land and roads. etc.

*BB-6  
Manual  
Culotogy*  
BB-6 Guidelines must be referred to by the Administration and the Councillors when decisions are made.

BB-7 They must be written down and distributed for all to see.

*BB-8  
supervisors  
who?  
standard  
title heads*  
BB-8 The Administrator should explain to unsuccessful applicants why they do not qualify under the guidelines, before they appeal to the Councillors.

- BB-9 *OK* <sup>*Council*</sup> ~~Each committee~~ should set time aside for public hearings to consider appeals and suggestions for changing the guidelines.
- BB-10 *OK* The Administration must point out to the Councillors whenever they are going against their original guidelines.
- BB-11 *OK* If the Administration notices a pattern of amendments they should re-write the guidelines and get the committee to formalize the change.
- BB-12 *?* The Council consider delegating the responsibility for decisions to the Administration as ~~soon as these decisions become routine.~~
- BB-13 The Council consider reducing the number of standing committees or the number of regular committee meetings as soon as the Band Policies are well established.
- BB-14 The Council delegate more of the responsibility for implementing policy to the Administration.
- BB-15 *Band Manager* The Administration prepare regular reports detailing the dollars spent and the results achieved each year, compared to the original plan.
- BB-16 The Administration prepare progress reports detailing dollars spent and results achieved compared to the progress anticipated in the original plan.
- BB-17 The Band Manager attend all meetings of the full Council. *or appoint a representative*
- BB-18 Each activity manager attend ~~all meetings of the standing committee~~ dealing with his area of work. *should submit a report for submission to Council before each Council meeting to the band manager*

- acknowledge*
- BB-19 When Council wants special reports, they should give notice to the Band Manager and at the next month's meeting have the activity manager make a special appearance.
- BB-20 Council minutes should have a new format with an "Action Date" and a "Decision" column, to make it easier for Council to check what action has been taken when it reviews the minutes at the next monthly meeting (See example in App. E).
- BB-21 Every effort be made to minimize the absences of the Band Manager. *when he was away to appoint a representative*
- BB-22 Travelling be restricted to activities related directly to the Administration of the Band.
- BB-23 The increase in the use of the telephones or correspondence be considered where feasible in lieu of travel.
- BB-24 *approved*  
The new organization structure shown on page 27 be adopted for the Blood Band Administration.
- BB-25 The Council consider deleting the present Housing Committee to be replaced by the Band Housing Authority.
- BB-26 Functional and position descriptions be prepared to conform to the reorganized Band Administration and that the information be kept in Manual form for ready reference.
- BB-27 The Band proceed without delay with the building for the Band Administration.
- BB-28 The layout of offices follow, in general, the functional grouping as suggested in sample layouts.