

PREPARING FOR CAREERS
IN INDIAN AND INUIT
COMMUNITIES : A WORKING
PAPER FOR CONSULTATION
WITH FIRST NATIONS.

MARCH 1992

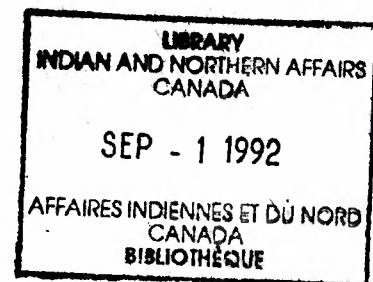
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PREPARING FOR CAREERS IN INDIAN AND INUIT COMMUNITIES

A WORKING PAPER FOR CONSULTATION WITH FIRST NATIONS



March 1992

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EXECUTIVE SUMMARY

This Working Paper summarizes a comprehensive research study titled "Preparing for Careers in Indian and Inuit Communities". It is being used in consultations between the Department of Indian Affairs and Northern Development (DIAND) and representatives of First Nations and their organizations and associations.

Expectations should be clear from the outset that the Working Paper and the ideas it contains are intended to seek ways of making more effective use of existing programs and funding rather than seeking new mandates or additional funding.

The comprehensive research study looked at three major issues:

1. concept and nature of the Indian and Inuit public sector and associated training needs;
2. Indian and Inuit training needs assessment instruments in regions and First Nations communities; and
3. access to training opportunities for First Nations peoples across Canada.

Each of these questions has been addressed in a separate study by an independent research group. Their ensuing reports are published separately, along with an Annotated Bibliography (Annex 1).

The study was conducted under the direction of a Steering Committee (for membership see Annex 2) composed of First Nations leaders, members of the academic and consulting professions as well as DIAND officials.

This research identifies certain guiding principles which can be summarized as follows:

1. development of the Indian/Inuit public sector must be community driven;
2. its development must be recognized as being a long-term process requiring program stability and support at the community level;
3. the process of development must be built on the rights, strengths and competencies of First Nations;
4. the process of development should include support for community-centered research and development; and
5. the development of the Indian/Inuit public sector should not be restricted by excessively rigid access criteria.

A number of ideas have emerged. These are presented in this paper for First Nations to consider as conceptual alternatives for development.

1. The establishment of human resource development advisors within Tribal Councils for professional development assistance.
 2. The establishment of financial arrangements with regional training centres of excellence for the management of training/development portfolios.
 3. The provision of grants to communities for the implementation of their own professional development agenda.
 4. The establishment of regional coordinating mechanisms to coordinate training supply and demand.
 5. The establishment of a national planning forum for intra- and inter-federal cooperation.
 6. The establishment of a clearing house for the dissemination of federal training and research information.
 7. The establishment of training information exchange and communication networks with institutions.
 8. The funding of existing post-secondary institutions for community-focused research.
 9. The provision of grants for community-centred field studies through the auspices of the Social Sciences and Humanities Research Council of Canada.
 10. The provision of funding support to individuals for advanced management development.
 11. The sponsoring of individuals to the Canadian Centre of Management Development and l'Ecole Nationale de l'Administration Publique.
 12. The maintenance of an INAC capacity at the regional level for assistance in remedial action.
 13. The development of training needs assessment instruments for First Nations.
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Preamble

This Working Paper synthesizes the findings of the research study "Preparing for Careers in Indian and Inuit Communities". It also summarizes the findings of a number of research reports as well as ideas raised by outside experts and advisers. The findings and ideas suggested in the paper are not intended to be an exhaustive treatment of the issue, nor are they intended to limit in any way the continued examination and discussion of the many issues and concerns that confront Indian and Inuit leaders in their desire to establish effective public sectors within their communities.

Rather, this paper is best viewed as a starting point. It recognizes the authority of First Nations to assume meaningful control over the preparation of its people for careers in the Indian and Inuit public sector, and it proposes that First Nations and DIAND continue to work together to achieve this end.

The paper is intended to be used as a discussion document among First Nations themselves and between First Nations and the Government of Canada around questions such as:

- . Which management practices and systems will support self-controlled public sector organizations in First Nations communities?
- . What training and professional development opportunities exist at the present time? Which have been most successful? What new opportunities are needed?
- . How can traditional values, practices and languages be expressed within the day-to-day activities of the Indian and Inuit public sector?

First Nations are encouraged to discuss the issues raised in this Working Paper at council meetings and with their management and administrative staff.

It is hoped that it will lead to an exchange of information on needs, solutions, and priorities for professional development. It is also hoped that it can assist First Nations communities in establishing this issue as a priority on the local community agendas of First Nations.

Preamble

This paper has been prepared for discussion purposes only. The ideas and proposals contained in the paper do not necessarily reflect the policies or positions of the Government of Canada. The term First Nations is used throughout the document as an umbrella to represent Indian and Inuit peoples, their communities and their organizations.

Data has been collected based on a comprehensive review of existing literature, theses, case studies, interviews and file reviews. This information is available in three separate reports for each of the research reports contracted to consultants. These are available, in separate French and English versions, as companion documents to this paper. Also, an annotated bibliography of the literature reviewed is available as a separate document. (Annex 1)

Section I of the paper captures the conclusions of each consultant and the notes extrapolated from the deliberations of the Steering Committee which directed this study. Major issues are examined separately and also summarized into a challenge statement. A summary of observations is provided to enable readers to come to terms with the fundamental situation that needs to be dealt with.

Section II presents conceptual approaches for the implementation of a strategic framework for action. Ideas are presented for consideration and to identify possible areas of impact. A number of practical questions are provided as a guide for discussions. The paper contains no recommendations. These are best left to First Nations.

Introduction

The comprehensive research study "Preparing for Careers in Indian and Inuit Communities" was initiated by the Deputies' Council for Change because departmental employees felt that the ultimate success of DIAND's thrust in support of devolution and self-government rests in large part on the capabilities of the public sector directly serving aboriginal communities.

The work done was of such importance that it was felt it should be shared and discussed with First Nations.

The concept of an Indian and Inuit public sector is not widely held or well understood. Indeed, band employees who are providing public sector goods or services probably do not consider themselves part of a particular public sector. Similarly, there is little appreciation of a "career" in this sector. Usually the focus is more immediate - a job or the provision of a good or service for the benefit of an Indian or Inuit constituency.

The fact remains, public sector services are being provided, more recently by aboriginal people, for their communities, and public sector expertise is developing across the country at various levels eg. bands or tribal councils. Implicitly or explicitly, therefore, an Indian and Inuit public sector exists.

First Nations clearly recognize the importance of an effective public sector at the local community level. The development of such a sector is being seriously affected by a number of practical developments including:

- . *the imperatives of Indian self-government which are placing demands for accountability, responsibility and liability on local band governments;*
- . *the trend towards flexible, block-funded financing arrangements such as Alternative Funding Arrangements, Flexible Transfer Payments, the Health Transfer Initiative, and others. This trend has created the need for an increasingly sophisticated capacity for planning and decision-making, policy development, quality control and financial management;*
- . *continuing devolution of service delivery in sectors such as education, health care, child welfare, and economic development. In both quantitative and qualitative terms, the work load related to band governance is increasing; and*

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- . even during a time of fiscal restraint, a number of opportunities exist to develop new approaches. The institutional infrastructure for management development has improved, the capacity exists for First Nations to assist each other, and both federal and provincial governments have been placing increased emphasis on training for aboriginal people. For example, CEIC's new Aboriginal Employment and Training Strategy, "Pathways to Success", encourages locally developed and sponsored management development and training activities.

Given these developments, a review of the existing literature and current environment was initiated to determine those factors which are affecting the Indian and Inuit public sector. This paper provides ideas on ways to enhance the development of careers within the Indian and Inuit public sector and to increase the effectiveness of existing training and development programming. A number of ideas are presented for the consideration of First Nations and DIAND.

More specific objectives for the study include the following:

- . to identify the nature of the Indian and Inuit public sector and the administrative and management skills required;
- . to describe the training and development opportunities available to First Nations as employers;
- . to describe the barriers that exist which restrict access to, or delivery of, training; and
- . to suggest ideas for future action.

A Steering Committee was established to provide direction and expert advice to the study and to guide external consultants in the completion of various research reports. Chaired by Bill Austin, then Director General of Band Support and Capital Management, the Steering Committee included community leaders knowledgeable about current needs in native communities, educators who have expertise in adult training and Native Studies, as well as senior representatives of federal and provincial departments involved in training across Canada. (See Annex 2)

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Three external consultants were hired to do the research and analysis of the current literature related to the training and development of the Indian and Inuit public sector. These consultants were assigned to work cooperatively with one another to prepare the following research reports:

- . *a definition of, and training requirements for, the Indian and Inuit public sector;*
- . *an examination and synopsis of band assessments in regions and the formulation of a process for First Nations communities to assess their training needs; and*
- . *a description and analysis of training access networks and mechanisms for the Indian and Inuit public sector.*

Concurrently with these research reports, DIAND proceeded with a review of training opportunities that are currently available to First Nations communities. This review was conducted within DIAND's Band Support Directorate and is summarized in a publication titled "Indian/Inuit Training Opportunities, 1992-1993". This publication provides only a preliminary review of what currently exists and does not provide an exhaustive listing of training and professional development opportunities for First Nations. It excludes accredited graduate and undergraduate university/college courses which are generally available to all Native people in regular stream programs. Rather, it identifies special training programs and courses directed specifically at band communities as employers. It is fully recognized that First Nations are responsible to identify the training activities available to them as well as those meaningful and relevant to them.

The following is an overview of the scope of, and conclusions reached within, each of the three research reports. Independent research reports are available from regional DIAND offices as companion documents.

Introduction

Research report 1: A definition of, and training requirements for, the Indian and Inuit public sector

This research report was completed by Dr. Harold Bherer of Egeriex Inc. in Quebec. It defines the parameters from which a definition of the Indian and Inuit public sector can be proposed, describes the skills required by the public sector by comparison to the Canadian Classification and Dictionary of Occupations (CCDO), defines the training needs of the employees within it and outlines the future outlook of the public sector organization.

Two main sources of documents were utilized during the completion of this research report. The first was literature and academic publications of a general kind, such as master's and doctoral theses done at Canadian universities as well as research studies undertaken by research centres such as the Institute for Research on Public Policy.

The second source consisted of recent case studies, monographs on First Nations communities and various unpublished materials. This included studies on Alternative Funding Arrangements, evaluation reports and organizational development studies at the community level. It also includes court rulings on matters of band governance.

This research report concludes that a true definition of the Indian and Inuit public sector can only be reached at the community level and needs to be based on the areas of jurisdiction, administrative authority, activities and responsibilities belonging to it. The organizational design and portfolio of the public sector and the training and development of its staff members need to take into account technical skills such as those identified in the CCDO as well as social skills such as the traditional elements, aspirations, cultural values, political dimensions and the special environment pertinent to each community. From an organizational standpoint, many First Nations communities now have an efficient administrative capacity at their disposal to support the political power. Positions are becoming more stable and some means of training are available. This constitutes the beginnings of a public sector.

Introduction

Research report 2: An examination and synopsis of band assessments in regions and the formulation of a process for First Nation communities to assess their training needs

The Centre for Aboriginal Management Education and Training at the University of Lethbridge in Alberta examined assessment processes currently being utilized at DIAND's regional level to determine the training needs of First Nations. The Centre was also tasked with developing an instrument by which First Nations could assess their training needs and plan for development.

All DIAND's regional offices were visited. Program staff were interviewed and asked how they identified training needs of First Nations and what documents and/or instruments were being utilized. These documents were collected and assessed based on their format, general approach, content coverage, simplicity of use, relevance and perceived usefulness by First Nations. Regional files were searched to locate additional documents and pertinent reports.

This research report describes DIAND's programs and other activities that have components which lead to at least some form of training needs identification. In this respect, it looks at the Indian/Inuit Management Development program, the Alternative Funding Arrangements assessment process, the audit review process and band program operational reviews. The research report also examines a number of regional inter-departmental processes. It argues these processes are not focused on assessing training needs but rather are designed to provide information for monitoring and resourcing purposes. A self-managed training needs assessment instrument is available from regional DIAND offices complete with forms and guidelines.

Introduction

Research report 3: A description and analysis of training access networks and mechanisms for the Indian and Inuit public sector

This research report was completed by Progressive Planning Limited in New Brunswick. It reviewed and assessed the regional networks and mechanisms established to facilitate the access, development and funding of training opportunities for First Nations. It also put together a conceptual framework for improving the access of the First Nations to the training opportunities available to them.

Telephone interviews were held with 75 respondents, including officials from DIAND and other federal and provincial departments, universities and colleges, private training agencies, and First Nations communities.

Personal interviews were also conducted in four of DIAND's regional offices. In addition, a literature search and review was conducted by Progressive Planning Limited. This research report reveals that some communication and networking does exist between various government departments. There is, however, a definite lack of coordination when dealing with issues of training and development for First Nations. Regional networks of contacts are informal and do not extend from one region to the next. Federal and provincial government departments work in an isolated fashion.

A suggested framework of coordination is offered based on the strengths of all models examined, the findings of the research team and the recommendations made by respondents. This framework provides for the establishment of Indian Management Coordinating Agencies in each of DIAND's regions. These would be governed by a Board of Directors composed of First Nations and representatives from federal departments such as DIAND and CEIC.

Introduction

Over the last several years, a number of departmental studies and evaluations have also been undertaken which address the general context of band management development. These studies have included:

- . the Self-government Sector Training Report (DIAND, September, 1988)
- . the Analysis of Indian and Inuit Training and Employment Needs and Programs Study (Working Margins/McKay Finnigan, June, 1988)
- . the Evaluation of Management Training for Band Leaders and Managers (1989)
- . The Indian Public Sector, (Quantitative Analysis and Socio-demographic Research, July 1990)

The findings of these studies have provided useful background information for analyzing issues and conceptualizing ideas contained in this working paper. A synthesis of the major findings of the above departmental studies and the three research reports by consultants is contained in the next chapter under Conclusions of the Research Reports.

This Working Paper on the Preparing for Careers in Indian and Inuit Communities study is presented as a basis for consultations with interested First Nations on how the department can support First Nations in taking full charge of their professional development agenda.

The next objective is to develop a policy framework to make it happen.

ESTABLISHING AN AGENDA FOR ACTION

DIAND's Regional Directors General will be asked to undertake full consultations with First Nations in a way they deem appropriate to do so using this Working Paper as a basis for consultation.

Conclusions of the Research Reports

The conclusions of the research reports focused on identifying the emerging features of Indian and Inuit public sectors and on the nature and scope of organizational and professional development required. A synthesis of these findings is presented under the following themes:

Finding 1 An Indian and Inuit Public Sector in Development

From a quantitative perspective, according to the 1986 Census, 21,200 people were employed in the Indian public sector of which 15,100 were employed in the general context of band administration and service delivery. Estimates obtained from DIAND's regional offices in 1990 indicate that at least 16,000 people were employed in administration and service delivery for Indian bands and tribal councils.

From a qualitative perspective, it appears that the Indian and Inuit public sector can be described as being in its earlier stages of development; some distance from an established, recognized institution. It is facing a number of dynamics as this development takes place. Of particular importance is the transition from an externally reliant, primarily administrative body towards a self-controlled, internally responsive public administration entity. At present, much of the character of Indian and Inuit administrative bodies results from the residual presence and policies of DIAND and the legal (eg. Indian Act) or regulatory requirements of federal and provincial governments (eg. provincial education regulations).

The day-to-day requirements of managing band affairs with scarce human and fiscal resources, combined with the desire of First Nations to recapture self-control, is resulting in a public sector which is no longer a mirror image of the federal public sector. As the Indian and Inuit public sector continues to develop it is anticipated that its organization will be more reflective of the community it serves as opposed to the federal structures which fund it.

Conclusions of the Research Reports

Table 1 illustrates the existing positions which usually, at this point, make up the Indian and Inuit public sector and the average number of years incumbents have been in these positions.

TABLE 1

Average years of employment by positions
(based on 34 band case studies)

<u>POSITION</u>	<u>AVERAGE YEARS IN POSITION</u>
Health	7.65
Social Development	7.36
Band Manager	5.13
Housing	3.92
Economic Development	3.74
Education	3.55

Source: Final Report: Indian and Inuit Public Sector.
Egeriex Inc., St. Lambert de Levis, Quebec,
November 1991

Conclusions of the Research Reports

The most stable positions identified within the Indian and Inuit public sector are "program managers" in the areas of social development (7 years) and health services (8 years). These positions appear to be more operationally or administratively oriented than policy oriented. The functions they administer tend to be defined by either federal or provincial regulations or procedures. As bands and tribal councils move into more flexible funding arrangements (eg. AFA) a greater policy orientation is expected to evolve.

The next most stable position appears to be that of band manager (5 years). This position is quite possibly the most complex as it is usually the focal point for band administration with the incumbent acting as the chief operating officer within the community. The lack of human and administrative resources, particularly in smaller bands, requires the band manager to act for many positions and functions. The band manager position also serves as the connecting point between the political arm of the community and the administrative functions within the public sector. This position most clearly exemplifies the fact that in most communities, political aspirations are often interwoven with administrative activities.

Managers of economic development (4 years) are facing considerable change with the introduction of such initiatives as CAEDS. Because these positions are considered to be positions where First Nations can exercise influence in the development of their communities, they tend to have a greater policy orientation than other positions. It should be emphasized that the economic development function is not constrained by federal or provincial regulation as some other functions are. Also, this portfolio is sometimes held by the Chief which again emphasizes the merging of political aspirations and administrative activity which is found within the Indian and Inuit public sector.

It is interesting to note that the position of Chief which is on average held for short periods of two year durations, quite possibly due to the requirements of the Indian Act to hold elections more frequently than in other public sectors, is often filled by individuals who had previously filled an administrative position within the band or tribal council. There are several

Conclusions of the Research Reports

reasons for this, for example the size of many communities and the limited number of people willing to take on the responsibilities of this position. This does, however, illustrate an important attribute about the Indian and Inuit public sector not found in other public sectors and also demonstrates the phenomenon of "careers" being established in that it shows movements from one position to another while remaining within the sphere of public administration.

Finding 2 Inadequate Coordinating Networks Among First Nations, Funding Sources and Delivery Agencies

The research concluded that a major problem with the delivery of training programs to First Nations at present is the lack of functional networking or coordinating mechanisms to support the training and development needs of the Indian and Inuit public sector at the community level.

The study by Progressive Planning Inc. found that informal networks exist in each region. However, contacts and communication among government departments are infrequent and often issue specific. Formal mechanisms encouraging interdepartmental cooperation and coordination in such areas as needs assessment, program planning, and the joint financing of training programs are lacking in most regions. At a more general level, communication among federal departments involved in management training was found to be episodic at best, and in many cases non-existent.

Studies such as the Analysis of Indian and Inuit Training and Employment Needs and Programs (Working Margins/McKay Finnigan, June, 1988) have concluded that there are a great many training products available at the present time and that First Nations communities have successfully accessed a substantial amount of training. First Nations did not feel that a lack of training opportunities has seriously constrained their development objectives. Progressive Planning reached a similar conclusion in their study. Major concerns in this area focus on the fact that access to training programs is often based on the criteria of the

Conclusions of the Research Reports

sponsors and not on the developmental needs and timeframes of local bands. First Nations want flexible access criteria, improved coordination and communication and less duplication of programs.

Coordinating mechanisms do exist in some regions. The Atlantic region for example has established a federal/provincial committee consisting of Indian, academic, and business leaders. The committee focuses on economic rather than public sector development issues.

The Manitoba region has set up the Manitoba Indian Management Training Committee to facilitate a more equitable and cost-effective sharing of training resources and opportunities for Indian people in Manitoba. The committee shares information on accessing funding from all available sources, identifies common training needs, and provides mechanisms to pool funding resources to be utilized by all member First Nations and tribal councils to meet the need for cost-effective accredited training.

The Alberta region has established a forum for interaction involving Indian communities, the Northern Alberta Institute of Technology, and the department. Indian people participate in the design, delivery, and evaluation of customized technical and management programs and courses relevant to their needs. The department serves as a catalyst and brokerage point for action.

Finding 3 A Lack of Indian-sponsored Research

In the early years of program devolution, band administrations had organized themselves more or less in line with the current organization of programs and services found within the federal government; a structure which may not meet the needs and aspirations of First Nations. These structures are becoming more reflective of the communities receiving these programs and services though very little research exists to guide First Nations. As noted in the Egeriex report, the definition of the Indian and Inuit public sector must take into consideration the amount of authority and responsibility that the federal and provincial governments are willing to transfer to First Nations.

Conclusions of the Research Reports

There has been limited research on the Indian and Inuit public sector by First Nations scholars and practitioners themselves. Almost all of the writing and analysis on the Indian and Inuit public sector is being done by non-Indian academics. Although elements of culture, local customs, community environment and community features are starting to be recognized as impacting on the organizational design of local band governance, there has been little real analysis of these factors.

As a result, there has been only limited attention given to present needs, traditional practices and contemporary aspirations of First Nations in this area. As such, the current literature has done little to produce the information, reciprocal interaction and vision needed to promote and sustain modern-day concepts of First Nation government and administration.

Finding 4 Growing Inventory of Indian Management Training Courses and Programs

There are currently over 45 training institutions offering over 90 management development programs specifically designed for First Nations participants. These programs cover a wide range of certificate, diploma and advanced degree programs. Course content includes:

- . *First Nations government/band management;*
- . *implementation and management of land claims settlements;*
- . *public administration systems;*
- . *chief and council roles and responsibilities;*
- . *community management and resource management;*
- . *computer literacy;*
- . *native tourism management training;*
- . *secretarial/clerical services;*
- . *office administration;*
- . *native trainers development;*
- . *accounting;*
- . *managing the development process;*
- . *business development and administration;*
- . *advanced Indian management studies;*

Conclusions of the Research Reports

- . *community social development and social services administration training;*
- . *native economic development;*
- . *entrepreneurial training;*
- . *developing community strategies; and*
- . *educational leadership.*

In addition, approximately 10 federal departments, such as Indian and Northern Affairs Canada, Employment and Immigration Canada, Canada Mortgage and Housing Corporation, Public Service Canada, National Health and Welfare, Solicitor General and other departments offer a number of training programs for Indian and Inuit people.

The study by Progressive Planning Ltd. found that the majority of Indian respondents were of the opinion that training initiatives were generally successful in meeting their training needs. The benefits of having a trained staff were noted. The development plans of bands do not appear to have been unnecessarily restricted by a lack of training programs available to First Nations.

However, it should also be noted that the Egeriex Inc. study found that most band managers require post-secondary level training. Therefore, although there is a good supply of training programs available at the present time, the demand for skill development for managers remains high. The need also extends beyond the public sector into the community to prepare interested community members for careers within its public sector.

This demand suggests a need to improve the coordination, access and marketing of training opportunities and encourage the development of innovative approaches, for example distance education programming, management internships, summer institutes, and other approaches which First Nations communities may wish to explore.

Conclusions of the Research Reports

Finding 5 Lack of Training Needs Assessment Processes at the Local Community Level

Although a number of management and training needs assessment processes are being used in departmental regional offices, none of them focuses directly on the assessment of organizational and human resource development needs of First Nations as employers. All were explicitly designed for meeting the needs of sponsors rather than bands. These processes are not interrelated with one another even though there are often areas of overlap. They are possibly very efficient in each of the spheres of application for which they were developed: AFA, program evaluation, etc. Many use an informal, ad hoc assessment format that may compromise a thorough analysis of training needs. Some are too complex and broad in scope to focus on the specific skills of particular band employees. Most focus on producing information for government resourcing or audit purposes. Table 2 provides an overview of the characteristics of the assessment processes which were examined by the Centre for Aboriginal Management Education and Training at the University of Lethbridge in Alberta.

Conclusions of the Research Reports

TABLE 2

Characteristics of Band Assessment Processes

1. Indian Management Development Plans
 - identifies management development priorities
 - comprehensive process
 - indirect assessment of training needs
 - process is ad hoc with informal format and unstructured guidelines
2. Alternative Funding Arrangements Assessments
 - formalized structure examining managerial accountability and capacity
 - indirect assessment of training needs
 - easy to use and perceived by bands as useful
 - focus is not on identifying training and developmental needs of bands
3. Financial and Administrative Management Plans
 - formalized procedure in which training needs partially covered
 - produces data to assess training needs
 - perceived by bands as useful
 - goal is to ensure solvency of bands, not to assess training needs
 - process requires financial expertise
4. Program Reviews
 - focuses on organizational and operational factors
 - relevant process in assessing management training needs, but indirect
 - ad hoc assessment format
 - scope limited to factors required to meet DIAND program standards
5. Inter-governmental Processes
 - directly address the training needs of communities if coordinated by governments
 - scope limited to economic or employment concerns, not managerial training

Conclusions of the Research Reports

Finding 6 Diversity in the Organization of Indian and Inuit public sectors

There is considerable diversity in the organization of community services among First Nations. Given the significance of local politics and culture, the concept of an "average" band organization is not particularly helpful. Generic organizational models are not generally reflective of what currently exists in First Nations communities, nor do they capture the transition to the self-governing model that is taking place in many communities.

DIAND has also contributed to the development of differing concepts of Indian and Inuit public sector organizations. The various forms of funding transfers, such as Alternative Funding Arrangements and Flexible Transfer Payments, and the new relationships that First Nations have negotiated through government types of arrangements, have encouraged them to define themselves the types of organizational frameworks that they require. As a result, First Nations communities have acquired a growing sense of ownership for the design of band governance and public sector organization.

Finding 7 Importance of Traditional Interpretations of Local Government Processes

Traditional cultural interpretations of various management and administrative activities and functions play an increasingly important role at the local community level. Cultural values influence both the purpose and style of management.

The Indian and Inuit public sector operates within a complex and volatile environment outside the community context. The development of a culturally sensitive public sector is being restrained by the Indian Act, federal policies and regulations, and the specific guidelines and funding criteria of sponsors.

Views of the Steering Committee

Two meetings of the Steering Committee were held, one on September 14, 1990 and the other on November 8th and 9th, 1990. Committee members reviewed initial drafts of consultants' reports and provided direction for the completion of the research reports. The Committee provided a number of insights regarding the complexity of the Indian and Inuit public sector, the cultural and political environment within which it functions and some of the issues related to it. The Committee's observations served as guiding principles for completing the study Preparing for Careers in Indian and Inuit Communities.

● Importance of Community Initiative and Vision:

The development of an Indian and Inuit public sector must be a community-driven process. It needs to integrate organizational development, staff training and development, and a process whereby community members can pursue of a career within its public sector.

It should be recognized that managers within the Indian and Inuit public sector have to mediate in both the aboriginal and the non-aboriginal worlds, using both the language of the bureaucracy and the traditional language of the community.

In addition to technical skills, the Indian and Inuit public sector must also recognize personal qualities, cultural knowledge, traditional language skills, and the importance of a "community vision" (community-oriented, proactive, empowering).

The notion of a community vision is different from the process of administrative devolution. More has to be done than simply transfer the technical and administrative aspects of positions from the federal public service to the Indian and Inuit public sector. Positions that explicitly recognize the tasks of serving and empowering First Nations communities must be created within the Indian and Inuit public sector.

Views of the Steering Committee

The scope of development and training must include more than just financial management, personnel administration, and technical skills related to program transfer skills. It needs to include effective communication, leadership, creative thinking and community development within the spirit of local customs and the community environment.

It is critically important to keep the process for the development of the Indian and Inuit public sector at the community level. It is not enough to decentralize funds to tribal councils and advisory boards, because they may not always reach individual communities. First Nations need customized programs that meet their self-determined needs and which build upon their existing strengths and competencies.

● Long-term Stability in the Indian and Inuit Public Sector:

It must be recognized that the development of an effective public sector is a long-term process. The Preparing for Careers in Indian and Inuit Communities study can be seen as preparing the foundation for the development of a long-term strategy.

It must also be recognized that the process of establishing the agenda in this area is of critical importance. First Nations have to be empowered to control and drive the process and will have to be satisfied with the integrity of both the process and the strategy.

To ensure the success of this developmental process over the long-term, there is a need to create a broader public awareness of the needs, abilities, and potential of the Indian and Inuit public sector. Additionally, there is a need for greater communication among First Nations, training institutions and other interest groups. In particular, there must be opportunities for First Nations to come together to share information and to learn from each other's experience.

Views of the Steering Committee

● Encouraging Research, Development, and Innovation:

Innovation and creativity should be encouraged as an integral part of the process, with specific direction and support provided for research and development.

The concept of an Indian and Inuit public sector is relatively new. Therefore, research, development and experimentation will be critical to its development. First Nations communities should be an integral and visible part of any strategy for research and development. At the present time, most of the research on this public sector has been done by outsiders, many of whom have used an ethnographic perspective, rather than focusing on band governance and organization within the community.

There is a critical need for formal evaluations and reviews of current management development and training programs to enhance their credibility and their utility in the Indian and Inuit public sector.

● Building on Rights, Strengths and Competencies:

Any initiatives in this area should be based on the rights and responsibilities of First Nations and fully recognize the right of First Nations to self-governance.

The committee strongly favoured an approach which builds upon the strengths, competencies and resources of First Nations, rather than on an approach which focuses on the identification and rectification of perceived problem areas. The latter would tend to present the enhancement of the Indian and Inuit public sector in a negative, problematic framework rather than a developmental pro-active context.

There is a strong base of experience from which the building of an effective Indian and Inuit public sector can be realized, as evidenced by the growing pool of experienced First Nations managers operating in a wide number of sectors.

Views of the Steering Committee

● Flexible Access Criteria:

The funding and selection criteria for accessing developmental and training opportunities must be broadly structured and flexible enough to accommodate the diverse community and human resource development needs of First Nations communities that exist among First Nations. The development of the Indian and Inuit public sector cannot be restricted by excessively rigid access criteria.

There must be a recognition of the constraints and restrictions imposed upon the self-determination and expression of an Indian and Inuit management philosophy and culture by the requirements of the Indian Act and other federal policies and regulations.

Issues That Need to be Examined

The Steering Committee and the three research reports have brought to light a number of issues and challenges that need to be examined before any revised policy framework can be developed. These also point toward ideas that First Nations may wish to consider. The following is a discussion of some of the main issues suggested in this regard.

● **Insufficient Indian Control over the Development of its Public Sector**

Until quite recently, training for band development was planned and delivered by DIAND. First Nations input was minimal. The primary focus was on meeting the needs and requirements of DIAND's programs and regulations.

Although DIAND is no longer directly involved in the delivery of actual courses, it continues to promote band development through a fairly extensive array of management development programs. These include the provision of financial assistance to institutions of higher learning for management program/course development, the provision of support to bands for developing band management plans, the delivery of training courses, the provision of advisory services and the provision of support for establishing Indian management training institutes. More recently, DIAND's Indian/Inuit Management Development program has focused its attention on those bands experiencing serious financial and/or management difficulties and those bands interested in seeking entry into Alternative Funding Arrangements. In this sense, the field of training activity and its parameters continue to be defined by DIAND.

While these federal activities provide some opportunities for band development, they have not enabled First Nations to plan a comprehensive approach for developing its public sector organization or for enhancing the skills and competencies of its staff. It is recognized that First Nations should have meaningful control over their own development programs. Given the critical link between community management development and band/community governance, control is particularly critical at this time.

Issues That Need to be Examined

It is likely that First Nations will want to call upon a wide range of resources under their control to accomplish this development. Individual bands, Inuit communities, tribal councils, Indian and native education and training institutions, and the skills and knowledge of Elders, traditional community leaders, and experienced First Nation managers could be utilized. In practical terms, the various functions of a professional development process (planning, needs assessment, program development, program delivery, evaluation) will have to be assigned by First Nations to organizations and resource groups which they feel can meet their requirements.

● **Insufficient Recognition of Community Diversity**

The research completed by Egeriex Inc. found that a wide range of band organizational structures are starting to evolve across the country. These structures reflect the diversity of First Nations culture and language, local community infrastructure and conditions, historical factors, and the political objectives of local community leaders.

Much of the current activity for the development of a stronger Indian and Inuit public sector is external to the community. Most activities in this area are proposal-driven and funded by DIAND and CEIC, while some are provided by universities and colleges, often with federal financial support. This situation has tended to limit community examination of local objectives, needs and resources. The responsibility and accountability that each First Nation wants and needs to have at the community level must be provided.

There are inevitable constraints on developing and implementing such an approach. Financial and human resources need to be available to allow the Indian and Inuit public sector to assess its staff development and management needs and to design appropriate and customized responses. The restraints imposed by the Indian Act and other federal legislation, departmental policies and regulations and guidelines must be recognized and

Issues That Need to be Examined

reduced to essential elements so as not to jeopardize ministerial accountability and responsibility. The access criteria to development and training resources need to be as flexible as possible to accommodate the diverse training needs of individual Indian and Inuit public sector organizations across the country.

Finally, it is critical that the training assessment process be integrated into the on-going administrative life of bands. Goal setting, identification of skill requirements, assessment of skill capacities, and other related human resource activities should be present in some form or another on an on-going basis at the local community level. This needs commitment.

● Lack of Stability in Programming

One of the recommendations put forward in the study by Progressive Planning was the decentralization of training and development responsibilities based on a block transfer process.

Federal training funds available to bands are discretionary and regionally allocated to First Nations communities either by formula or on application. In either case the government implicitly remains in control of the funds and the training activities to be carried out. This has adversely affected the ability of First Nations to develop creative training initiatives at the community level, with the exception of those initiatives that fit into federal program criteria.

A further concern is that federal training programs are subject to change in funding levels, and program design, often with little if any consultation with First Nations. This means that First Nations cannot always rely on being able to access federal programs on a consistent and on-going basis.

A sound and sustainable funding base needs to be provided at the community level from which the community can spearhead the development of its public sector and link with external resourcing opportunities and sponsors. This should allow communities to have considerable flexibility in the use of funds for various training and development priorities, including the

Issues That Need to be Examined

opportunity to use funds in cooperation with the funds of other bands to finance larger scale training or development activities. Communities need to have a capacity for strategic planning of their training agenda and a responsibility for determining the community's training and development future. These are seen as pre-conditions to community-based control.

● Inadequate Research and Development by First Nations

Almost all of the current literature related to the Indian and Inuit public sector is undertaken by non-aboriginal researchers outside the community environment. The nature and scope of this research has been ethnographic in nature and has not involved a dedicated analysis of management characteristics or processes at the band level.

The scarcity of Indian-sponsored research and documentation which examines the Indian and Inuit public sector from within its own community and cultural perspectives warrants serious examination. Resources may be needed for First Nations to study the integration of traditional cultural approaches to local government and to discuss the development requirements and local implications of their organizational concepts of community self-governance.

Any action in this regard needs to focus directly on strengthening the ownership, responsibilities and delivery capacities within First Nations communities. This action might be accomplished within a context of continued federal support.

First Nations communities are increasingly involved in defining the relevant processes of self-governance. These initiatives need to be encouraged through processes that will enable local communities to initiate research and development activities meaningful to them. In addition, there is a need to look at how to support experimental and innovative practices in Indian community governance, management and administration and to support information-sharing about the results of experimental practices among all First Nations communities and sponsors across the country.

Issues That Need to be Examined

● Inadequate Attention to Longer-Term Certified Training

The study by Progressive Planning found a strong desire within First Nations communities for longer-term training and development initiatives with appropriate follow-up and certification. Communities are concerned that many courses do not fit with community needs and that they attempt to convey too much information in too short a time. Communities also viewed these courses as "quick fix solutions".

The Egeriex study concluded that most program managers require a post-secondary education. The Self-Government Sector Training Report (DIAND, September, 1988:13) made the point that:

"Validation of learning is required from several groups:...communities must see learners as being engaged in valid and important activity, and the various employers (community-based or otherwise) must arrange their personal practices to recognize this training as developing competencies which will benefit the communities and further the professional or career aspirations of those involved."

First Nations communities need to develop a strong sense of ownership and commitment towards the building of careers within its public sector. This requires them to have more influence over matters such as the sponsorship of post-secondary educational support to interested community members.

The Indian and Inuit public sector needs the credibility and validation of certified training. Since it is directly related to professional self-confidence and social recognition, certification of training, in many respects, is as important as the acquisition of specific skills.

A related point was made by the Steering Committee. What First Nations may need is education and training that focus on management rather than administrative training; that is, education that will result in creative thinking, initiative, the ability to solve problems and effective communication skills.

Issues That Need to be Examined

It is important to note that the decentralization of post-secondary education funding to First Nations provides a vehicle which First Nations could utilize further for the development of their public sector.

● Inadequate Support For Culturally Cogent Training

The Steering Committee also noted that "the aspirations and values of First Nations are critical elements to the successful design, delivery, and evaluation of management curricula... Cultural values do influence the purpose of management and its definition; e.g., responsibility and accountability, self-sufficiency (family, individual), effectiveness, efficiency, openness to new thinking and new practices."

In the past, there has often been an inherent assumption that the Indian and Inuit public sector required skills and capacities that mirrored those of the federal and provincial public service sectors. First Nations, however, view management competencies in the Indian and Inuit public sector as more closely related to:

- . *an intimate knowledge of the culture and language of the local community; and*
- . *an understanding of how to mediate between non-aboriginal bureaucracies and the First Nations community.*

It is likely that the scope of Indian management will be radically different from conventional management concepts. To be effective for First Nations, management training should provide opportunities:

- . *"to promote critical thinking, mediated learning skills, self-directedness, self-determination, and strategic planning skills." (Steering Committee);*
- . *for personal healing, personal growth and development;*
- . *to learn about themselves;*
- . *to mediate their own experiences; and*
- . *to move toward self-determination;*

Issues That Need to be Examined

The Indian and Inuit public sector requires managers who have a "community vision" as well as technical management skills (e.g. financial, clerical and administrative). It is both possible and desirable to recruit and train on the basis of this community vision.

With the decentralization of post-secondary education funding, First Nations will now have the capacity to influence the cultural content of training and professional development within institutions of higher learning.

Summary of Observations

The Preparing for Careers in Indian and Inuit Communities study has identified a number of gaps in current federal programming and training. Furthermore it has highlighted important observations vis-a-vis the current environment which impact on an emerging Indian and Inuit public sector. These warrant further consideration and are summarized as follows:

- The concept of an Indian and Inuit public sector is not well understood or widely held. There is however, a cadre of experienced community/band employees, not affiliated with DIAND, delivering services to First Nations. These employees do not consider themselves as part of a particular sector at the community or national level. Nor do they think of themselves as public servants because of the negative connotation attached to such a reference. On the positive side, there is a strong sense of community service which links back to First Nations aspirations of being less dependant.
- This public sector has a degree of dependency on specialized human resources recruited from outside the community. Naturally, the degree to which this expertise is hired from outside the community varies considerably. In those cases where expertise is found from aboriginal origins, there is evidence that the services provided are increasingly better adapted to local traditions and cultural values and therefore more effective and responsive to the community it served.
- A great deal of money and many training opportunities are available from a wide array of sources. Although this provides many positive opportunities, coordinated access remains problematic. There is a growing list of federal and provincial departments that provide education, training and development activities directly focused on the needs of First Nations. It is estimated that at least \$500M is available annually to First Nations within federal departments for training and related services through such initiatives as DIAND's Post-Secondary Education, EIC's Pathways to Success, Health Career Programs, National Indigenous Development Programs and the Canadian Aboriginal Economic Development Strategy. This information is not shared in any organized manner for effective access by First Nations.

Summary of Observations

- Certain programs have been in place for some time; many, particularly those developed to enhance skills, are less stable. Many programs are also often targeted to Canadians generally in response to a particular economic or social problem (eg. job creation, illiteracy, labour adjustment programming).
- DIAND's current way of doing business is not generating a sense of responsibility at the community level. Existing programs and resourcing do not explicitly provide for a capacity to focus attention on developing a public sector at the community level.
- Many of the research and development activities have little relevance at the community level. Historically many studies are anthropological in nature and therefore do not increase knowledge about community development needs. Others which may be more business oriented tend to be generic in nature and not community centred. Our literature search reveals that whatever community based research exists, it is primarily in the form of unpublished material, usually retained on the shelves of the author's libraries with very little exchange between communities.
- There is a lack of networking and coordinating mechanisms within the federal government to support the training and development needs of First Nations. Contacts and communication between federal departments are infrequent and most often issue or subject specific (eg. training for bookkeepers). There are significant weaknesses with efforts to coordinate the supply and demand side of training, for sharing training information, and training requirements, and for organizing a cohesive approach for development. The study points to a wide array of possible coordinating points in place at regional levels.

Summary of Observations

- Current training needs assessment tools are not directly focused on assessing a community's organizational/human resource development requirements. Existing tools are not well defined, tend to be of a sectorial nature and serve, for the most part, to satisfy the needs of sponsors for resourcing or producing information for audit purposes (eg. the assessment done prior to entering into an AFA agreement). The establishment of a local strategic developmental plan is seen as a mandatory step towards community-based development.
 - Very little training information is provided to First Nations. While some opportunities exist for the dissemination of information (eg. DIAND's annual Indian/Inuit Management Courses publication) First Nations communities are not linked to mailing lists of post-secondary institutions and are not generally made aware of research work undertaken outside their immediate environment. Inter-band exchange of training information is also infrequent and seemingly plays a minor role in raising a community's awareness of what opportunities exist.
-

The Challenge

An effective public sector is required to provide services to its community in a way which best meets the aspirations of First Nations. Existing capacity at the community, tribal council, regional or national level is in many cases still developing and continues to need support. This support must facilitate the transition that is taking place as First Nations recapture control over their destinies.

Two major principles have emerged from the research which must form the foundation for the long-term development of a more effective Indian and Inuit public sector.

- . *Control over the development and operation of the Indian and Inuit public sector must be in the hands of First Nations themselves. Perhaps the central finding of this research is a recognition of the need to strengthen First Nations control over the process of developing competencies within its public sector. The components of any comprehensive strategy that may evolve from discussions with First Nations must recognize and support this principle.*
- . *Further development of the Indian and Inuit public sector must build on the strengths and competencies which already exist within First Nation communities. It was recognized that First Nations can draw on a vast number of strengths and competencies, including traditional community management practices, experienced managers and program staff, and a growing number of management and administration programs at Native training institutions and other institutions which can assist First Nations in meeting their aspirations.*

The development and implementation of a policy framework for the development of an effective Indian and Inuit public sector is viewed as a shared responsibility. Both First Nations and DIAND have important roles to play.

It is clearly understood, however, that First Nations must determine the policy parameters they would want to see in place. The development and the implementation of policy and/or programming would then follow accordingly. This Working Paper sets the environment from which First Nations can articulate the kind of relationship they wish to establish with DIAND and others, and the federal programming activities that would best support them.

Ideas for Consideration

The concept and recognition of an Indian and Inuit public sector is in its infancy. While it has grown considerably over the past years and this pattern is likely to continue at a lesser pace over the 90's, opportunities exist for accelerated development. This public sector can play a key role for First Nations in terms of employment opportunities and improved community goods and services delivery and can make a substantial contribution towards the attainment of greater levels of achievement in terms of autonomy and governance at the community level. However, steps need to be taken to implement programs, establish policies and activities, and find new ways of doing business with First Nations. The research completed by the background studies and the directions recommended by the Steering Committee suggest a number of ideas First Nations may wish to consider in establishing an agenda for the further development of its public sector. These are grouped in the following five components:

1. Strengthening First Nations control over its professional development. Possible activities could include:
 - . *human resource development tribal council advisors;*
 - . *regional training centres of excellence; and*
 - . *funding support to communities to facilitate the development of their public sector through instruments such as band support formula.*
2. Facilitating networks for training among First Nations, sponsors and delivery agents. Possible activities could include:
 - . *facilitating regional coordinating mechanisms which link First Nations, government programs, and training institutions which build on existing local networks such as CEIC's Pathways to Success, the Canadian Aboriginal Economic Development Strategy, tribal councils and others;*

Ideas for Consideration

- . *encouraging a national planning forum and a collaborative approach between DIAND and CEIC;*
 - . *establishing a clearing house of federal training and research information;*
 - . *establishing information exchange and communication networks between institutions of higher learning and First Nations communities.*
3. Encouraging community-based research and development to enhance the growth, development and effectiveness of the Indian and Inuit public sector. Possible activities could include:
- . *funding post-secondary institutions for research work with First Nation communities;*
 - . *providing funds to the Social Sciences and Humanities Research Council of Canada for community-centred field studies.*
4. Establishing staff development opportunities to provide senior executives of the Indian and Inuit public sector with access to advanced executive development programs.
- . *continuing financial support to individuals to attend Banff School of Advanced Management;*
 - . *sponsoring individuals to training programs offered by the Canadian Centre of Management Development and l'Ecole Nationale de l'Administration Publique.*

Ideas for Consideration

5. Supporting the development of the Indian and Inuit public sector by providing First Nations with assistance to deal with situations needing remedial action.

- . *maintaining a capacity within DIAND at the regional level to assist First Nations in undertaking remedial action;*
- . *developing needs assessment instruments to assist First Nations to assess their professional development needs.*

Table 3 entitled "Matching Components with Possible Approaches" provides a summary of these components and the various ideas offered for consideration.

Ideas for Consideration

TABLE 3

Matching Components with Possible Approaches	
Component:	Possible Approaches:
1. Strengthening First Nations Control Over Professional Development	. Human Resource Development Tribal Council Advisors . Regional Training Centres of Excellence . Financial Support to Communities
2. Facilitating Networks for Training	. Regional Coordinating Mechanisms . National Planning Forum . Indian Management Resource Centre . Information Exchange Network
3. Encouraging Community-based Research and Development	. Funding Institutions . Funding Social Sciences and Humanities Research Council
4. Establishing Staff Development Opportunities	. Banff School of Advanced Management . Canadian Centre for Management Development
5. Supporting Indian and Inuit Public Sector Development	. Regional Capacity for Remedial Action . Management Assessment Framework

Ideas for Consideration

Strengthening First Nations Control Over Development

1) Human Resource Development Tribal Council Advisors

Description

In recent years, there have been growing concerns about the continuing use of third-party managers and external management consultants. These concerns relate both to the lack of First Nations control over community services and also to the limited skill transfer to First Nations employees that has taken place as a result of the use of external consultants.

Advisory positions are already in place in the tribal councils to provide specific knowledge, expertise and/or assistance to First Nation communities in the areas of financial management, economic development, community planning, technical services and band management. A sixth level of advisory services could be established in the area of professional human resource development. Such an advisory service could be a valuable resource for interested communities in, for example, assessing the developmental needs of their public sector organization and in identifying appropriate training and development activities to meet those needs.

These advisors could also take the lead role for example in the development and operation of regional coordinating committees for training, the administration of inter-band training networks, and in the identification and negotiation of training opportunities and professional development opportunities.

Ideas for Consideration

Considerations:

- Would First Nations communities support this approach?
- How difficult would it be to implement?
- How much would it cost?
- What conditions, if any, would be required to ensure good service?
- How would the service be provided to non-affiliated communities and those communities which may withdraw from their tribal council affiliations?
- What are the risks involved for First Nations communities and for DIAND?

Ideas for Consideration

2) Regional Training Centres of Excellence

Description:

Since there are a good number of regional associations, committees, and institutions in place, training centres to serve the training needs of First Nation communities might be established on a regional basis. A regional forum could be established to bring together Indian leaders, native and provincial institutions and associations and government agencies to develop a regional strategic plan to organize appropriate centres for the provision of training and development to First Nations communities. These regional centres could possibly formulate objectives, set up programming delivery systems, and determine resource allocation targets for communities. First Nations could have some control and be heard in determining courses, curriculum content and delivery systems.

Funding arrangements for these "institutions" would be determined in consultation with First Nations communities.

Considerations:

- What are the regional groups which may be best suited for this purpose?
- Are these mandated by the communities to provide training and development services on their behalf?
- What checks and balances would First Nations communities want over these centres of excellence?
- How would these centres be financed, to what level and from what source?
- What role should DIAND play?
- What role should the communities play?
- What mechanisms can be put in place to assist Bands who want to pool their funds?

Ideas for Consideration

- What role should the centres play?
- What changes, if any, need to be made to DIAND's current training policy framework to support this idea?

3) Financial Support to Communities

Description:

Support to focus attention and facilitate human resource development at the band level could be provided to individual bands by providing funding through the existing Band Support funding formula. A professional development component could be built into the Band Support formula from which bands could access on an annual application basis, a funding grant for development. The intent would be to provide a funding grant from which communities can implement their own professional development agenda, determine their needs, access and manage training.

Providing support in this manner provides band communities with the stability and the flexibility they require to take charge of their development. It further acknowledges First Nations responsibilities for the development of their public sector. A developmental funding component built into the Band Support funding formula would clearly show the amount of funds provided and would provide stability in that the formula has been in place for a good number of years and is expected to remain for the foreseeable future.

Considerations:

- What barriers exist at present that would limit First Nations control over the process of public sector development?
- How can these barriers and constraints be removed?
- What should be the eligibility criteria for accessing the grant?
- How should eligibility be determined?

Ideas for Consideration

Facilitating Access and Coordinating Networks for Training

1) Regional Coordinating Mechanisms

Description:

Coordinating the supply and demand sides of training could be accomplished more effectively by focusing responsibility regionally and establishing a network of points of intervention. This could be done by using existing mechanisms such as training boards, committees, advisory boards and other local forums to bring together First Nations, government programs and training institutions. The nurturing of regional multi-lateral networks would initially remain a regional responsibility, and RDGs could identify a position to assume direct responsibility for initiating this approach. This position would bring together all existing regional contact points and lead discussion with First Nations to arrive at a regional network mechanism for enhancing First Nations access to training. Once established, First Nations would be responsible for the on-going maintenance of these networks. This could result in a more cost-effective utilization of existing training resources and provide a sound vehicle for First Nations to organize further development.

In essence, this idea involves shifting the focus of coordination and amalgamation of various federal, provincial and institutional training initiatives to regional, multi-lateral committees operating substantially under First Nations control. A DIAND capacity for remedial action may need to be maintained.

These regional networks could include representatives from bands and tribal councils, regional Native training institutions, DIAND and CEIC. Officials from other departments and groups could participate as required. The determination of specific membership and mandates would however remain a First Nations responsibility. Training activities could include, for example:

Ideas for Consideration

- . *the preparation of band/tribal council/regional management training and human resource plans;*
- . *the direct funding/purchase of management training programs, either directly with allocated funds or jointly with other funding agencies. Allocated funds could be used as seed money to lever other training or developmental funds;*
- . *purchasing of advisory and management consulting services;*
- . *providing resources to allow Indian managers to share their skills and management expertise with other bands or tribal councils;*
- . *research and development activities that support the development of effective Indian management practices; and*
- . *support for innovative community management projects funded on a short-term, demonstration basis.*

Considerations:

- . Is this approach compatible with CEIC Pathways to Success?
- . Should it be accountable to DIAND? to communities? and how?
- . How can DIAND assist in nurturing its development?
- . What are the risks involved?
- . Should this approach bring all regional networks under one umbrella? If so, how best could this be done?
- . Who should participate on this coordinating committee?
- . How should First Nations participants on this committee be selected?
- . What resources will regional coordinating committees require to operate effectively?
- . What forum will best allow bands to work with each other and to jointly sponsor training and development programs?

Ideas for Consideration

2) National Planning Forum

Description:

The complexity of the professional development environment which affects First Nations communities suggests the need for a greater emphasis on intra- and inter-departmental cooperation on all developmental issues which face the Indian and Inuit public sector. Furthermore, there is a need for a capacity to maintain a national "overview" in regard to this issue, one that will allow First Nations and DIAND to monitor progress toward stated goals across the country. In particular, needs exist in the following areas:

- . *improved communication links among all client and funding groups;*
- . *inter-departmental planning and coordination, particularly with EIC's new Aboriginal Training Strategy;*
- . *inter-program cooperation within DIAND with needs identification and program design and delivery;*
- . *cost-sharing/joint delivery of management training and development activities.*

A national management planning group is suggested to address these needs. With representation from DIAND (headquarters and regions), tribal councils, native training institutions, and regional Indian management training committees, the mandate of the committee could be to follow-up on the work of the Preparing for Careers in Indian and Inuit Communities study. This could include:

- . *reviewing and making recommendations for improving the effectiveness of training and development;*
- . *assessing environmental factors that may impact on the Indian and Inuit public sector;*
- . *assisting regional coordinating committees to achieve their objectives; and*

Ideas for Consideration

- . *providing a national perspective with respect to priority Indian and Inuit public sector development requirements.*

Considerations:

- How can this committee be helpful in supporting training and development at the community level?
- What forum currently exist for this purpose?
- How should this committee be linked to communities, to regional coordinating groups, to DIAND and to First Nations?
- What role should it play?
- What impact will this coordinating forum have on the development of the Indian and Inuit public sector at the band level?

Ideas for Consideration

3) Indian Management Resource Centre

Description:

Strengthening the control of First Nations over the development of its public sector cannot be approached in isolation from the federal, provincial and native training initiatives being developed to address issues of literacy, employability, technological changes, on-going management and organizational development. One place to start is the Indian Management Development resource centre currently housed within DIAND's Band Support and Capital Management branch in headquarters. The Centre holds a good number of published and unpublished documents, periodicals and training programs. A data bank system tracks and disseminates valuable information on training opportunities within the federal/provincial governments, institutions of higher learning and native training institutes. Annual publications are mailed out to all First Nations communities and training institutions in Canada. The Resource Centre could continue to act as a clearing house of training information and provide a listing of published and unpublished materials along with descriptions of training courses and programs. It could also provide information on new approaches to development.

This listing could be in the form of a sourcing book that specifically identifies federal and provincial training information, research information focused on First Nations communities and could eventually lead to a community guide that provides detailed information on training course and programs, research data and institutions, thereby reducing the effort and time currently invested by First Nations in identifying and selecting training opportunities.

Considerations:

- Would this function best be performed outside DIAND?
- If so, what organization might be interested?
- Who should be on the mailing list?
- What other types and sources of information may be useful to First Nations?

Ideas for Consideration

4) Information Exchange Network

Description:

This idea would provide for the establishment of a formalized information exchange network between institutions of higher learning and First Nations communities. It could firstly be set up with those institutions that are currently receiving funding support from DIAND's Indian Studies Support Program (ISSP). These institutions could catalogue published and unpublished materials and annually share in the preparation of an annotated bibliography of these materials and also share training information for amalgamation nationally.

An information exchange network, encompassing a wide range of topics would assist First Nations to be knowledgeable of new training initiatives and to capture a significant share of training opportunities. This network could also be connected with universities and provide a valuable information source to communities, institutions and researchers and focus the attention of academics on community research projects. It could connect the training industry internally as well as connect the industry with First Nations, support groups and sponsors. This network could serve to build strategic alliances with institutions of higher learning and other sponsors.

Considerations:

- Can current DIAND policies on ISSP accommodate this idea?
- Is ISSP the appropriate vehicle?
- How can institutions be encouraged to participate in such a network?
- What professional associations exist to do this?
- What impacts would this have on First Nations communities?
- Who should be responsible for implementing and monitoring this?

Ideas for Consideration

Encouraging Community-based Research and Development

1) Funding Institutions

Description:

The objective of this idea would be to provide funds to existing post-secondary institutions to assist First Nations to develop new and innovative management practices based on local initiatives, and to stimulate local discussion of the present needs and future direction of their public sector. Possible projects might include the integration of traditional management approaches within the overall administration of the community; projects designed to increase the number of women in senior management positions within the Indian and Inuit public sector; or innovative approaches to leadership development, conflict resolution and the management of stress. These activities are expected to encourage the development of specially adapted and culturally appropriate training materials and programs in institutions.

This idea could possibly be managed through the same structures and processes as currently exist for DIAND's Indian Studies Support Program.

Considerations:

- Is a policy framework required?
- What contributions can First Nations make towards this?
- Is this a priority area with First Nations communities?
- Is the funding of institutions the right way to encourage community-based research?
- Are there other alternatives?
- How could First Nations communities be put in full control?

Ideas for Consideration

2) Funding Social Sciences and Humanities Research Council

Description:

As noted earlier, there is a striking absence of research and writing on the Indian and Inuit public sector by native scholars and practitioners. One idea to address the need for encouraging Indian sponsored, community-based research would be to establish a dedicated funding source from which First Nations communities could undertake research in cooperation with Indian scholars and researchers. These funds could be earmarked for:

- . *ethno-historical studies on traditional community management practices;*
- . *case studies of aboriginal styles of management and processes in various communities;*
- . *studies on the management implications of the modern concept of First Nations self-government;*
- . *reviews and evaluations of band management systems, management training programs and other management programs and policies at the community level;*
- . *conferences, workshops and seminars that bring First Nations managers together to discuss the building of management capacity within their communities; and*
- . *distribution of research findings and related information to First Nations across the country.*

Recognizing that the field of aboriginal studies is underdeveloped in Canada, DIAND initiated a joint venture with the Social Sciences and Humanities Research Council in Ottawa designed to encourage research activities in areas of aboriginal governance and aboriginal economic development. This jointly funded research program focuses directly on enhancing cooperation among the First Nations community, the research community, government policy-makers and institutions of higher learning.

Ideas for Consideration

Description (Cont'd):

Additional funding could be provided to the Social Sciences and Humanities Research Council of Canada for developing community-based case studies on redefining the traditional dimensions of the emerging public sector and on examining the changing roles and responsibilities these bring to the Indian and Inuit public sector. This funding would encourage academics to work with communities to assist in analyzing, for example, historical, and current inter-governmental relations for the development of their own public sector in light of traditions, values, conditions and aspirations specific to each community. This would raise the profile of community-based research, bridge the gap between institutions and communities and influence the development of culturally appropriate training materials.

The current process of application and approval could remain intact. Funds would be available to First Nations researchers on an application basis subject to the review and recommendation of a multi-disciplinary committee of experts in aboriginal studies.

Considerations:

- What is the best model for sponsoring research in this area:
 - Centre for Research and Development?
 - Research and development program administered by DIAND with the assistance of an advisory committee?
 - Research grants to existing Indian management training centres?
- What are the priority areas for research in this area at the present time ?

Ideas for Consideration

Considerations (Cont'd):

- How can we best disseminate the results of research and development projects to First Nations managers, Chiefs and Councils and communities across the country?
- Are grants for innovative management projects at the community level an effective approach to encouraging creativity and experimentation in this area?
- How much funding should be provided? From what source?

Establishing Staff Development Opportunities

1) Banff School of Advanced Management

Description:

Most First Nations program managers require a post-secondary education as demonstrated in the Egeriex study. Given the critical importance of certified training to future Indian/Inuit management capacity, an approach would be to continue to support the development of new or improved Indian/Inuit management development programs at the post-secondary level as well as measures designed to increase the accessibility of First Nations to advanced executive development programs.

It is recognized that the primary responsibility for this activity rests with universities and colleges themselves. There are, however, some specialized, well recognized institutions that could be tapped.

The Banff School of Advanced Management (BSAM) is Western Canada's oldest advanced management institution. BSAM is a unique consortium of the management faculties of leading Canadian universities. This institution provides executives with a

Ideas for Consideration

Description (Cont'd):

broadened perspective on national and international developments and the intellectual tools to deal with global economic, political, technological and social changes. Emphasis is placed on enhancing the participants capacities to be better analysts, problem solvers and decision makers. Because of the reputation of this institution and its national recognition in the field of advanced management, DIAND has sponsored during the past two years, a scholarship program for eight outstanding native participants. These participants have benefitted from the opportunity of exchanging experiences, of networking and of testing ideas and views with executives from varied backgrounds.

This program is beginning to attract the interest of the First Nations communities across Canada. One idea is to continue DIAND financial support for the attendance of First Nations members who demonstrate the interest and potential to assume more senior responsibilities in their organization. A similar arrangement could be struck with l'Ecole Nationale de l'Administration Publique for First Nations participants wanting to take this type of training in French. L'Ecole offers a similar senior management development program in Quebec for French-speaking candidates.

Considerations:

- How should the selection of candidates be made? What criteria should apply?
- What organizations could be approached to nominate candidates?
- Should targets be set and specific seats reserved for Native women?
- What role could First Nations play in promoting this initiative, in nominating candidates and selecting participants?
- What conditions, if any, should be placed on the participants?
- Should First Nations contribute towards the sponsorship of participants?

Ideas for Consideration

2) Canadian Centre for Management Development

Description:

The Management Development Group of the Canadian Centre for Management Development (CCMD) offers courses to help managers increase their knowledge and understanding of managing in the public sector. These courses are designed for members of the senior management category, and provide an overview of the issues and factors related to the management of the public sector. They offer a context in which participants view the operations of government and the public sector and examine the economic and social environment, international affairs, the Charter of Rights and Freedoms, as well as topics directly related to management in government such as priority setting and resource allocation, financial management, communications policy, and the relationships of government with interest groups, labour and business.

The CCMD also offers developmental courses to middle managers who demonstrate potential for senior management positions. Participants learn the fundamentals of senior public sector management.

To date very few Indian participants have had the opportunity of pursuing these studies.

Negotiations could be undertaken with the Canadian Centre for Management Development to provide access by First Nation candidates to these programs.

Considerations:

- How important is accredited, post-secondary management education to the future capacity of the Indian and Inuit public sector?

Ideas for Consideration

Considerations (Cont'd):

- What processes should be established for nominations to be brought forward to the Deputy Minister and the Regional Directors General for the sponsoring of participants for executive development?
- What role should First Nations play?
- How could DIAND assist in promoting these opportunities and recruiting candidates?

Supporting Indian and Inuit Public Sector Development

1) Maintaining Regional Capacity for Remedial Action

Description:

This idea suggests strengthening DIAND's support for First Nations needing remedial action by retargetting current I/IMD activities. Regional I/IMD funding allocations would be targetted at bands experiencing serious financial management difficulties and at assisting bands in alleviating conditions that may hinder their entry into AFA or self-government. Regional Directors General would retain the flexibility to put in place personalized management development action plans with individual bands. First Nations would continue to access these funds regionally to undertake the desired development.

Considerations:

- How could these funds best be allocated to regions? to First Nations communities?
- How should the term "remedial action" be defined?

Ideas for Consideration

Considerations (Cont'd):

- How should the use of these funds be monitored? by First Nations? by DIAND?
- What other training priority areas, if any, should be addressed under this concept?

2) Developing Management Assessment Frameworks

Description:

This idea focuses on providing support to First Nations to assist them to more effectively assess the professional development needs of their staff, the organizational development needs of their public sector organization and the training and development needs within their communities. This could take the form of preparing "how to" manuals on training needs identification processes and self-assessment tools. It could also be in the form of regionally sponsored seminars and workshops for inter-band exchanges of skills inventories and methods to facilitate the recruitment of individuals. A sample of a needs assessment framework has been developed based on the findings extrapolated from the literature reviewed and is available to interested First Nations' communities, from DIAND regional offices.

Considerations:

- Should the assessment of training needs at the community level be entirely a community responsibility?
- How could DIAND assist First Nations in defining training requirements?

Funding

A word of caution - affordability will be an issue. The preceding ideas are presented for discussion within the context of budgetary restraint. Some of these ideas might be implemented with no incremental funds eg. facilitating networks for training among First Nations, sponsors and delivery agents. Others may require a moderate amount of new money eg. encouraging community-based research and sponsoring attendance at executive development courses. By far the most expensive initiatives would be to support the creation of Tribal Council advisors and regional training centres and to provide financial support to communities. It should be noted in the latter case that funding may be available in the band support formula during 1992-93 as a result of the restoration of the 1989 budget reductions which were made in the formula for a two-year period only.

Conclusion

The purpose of the Preparing for Careers in Indian and Inuit Communities study was to identify the nature and characteristics of the Indian and Inuit public sector and to offer First Nations ideas on how they could achieve a more effective, self-determined public sector.

Several key findings were identified. The study found that the Indian and Inuit public sector is in a state of transition. The relationship between First Nations and the Government of Canada is changing as First Nations communities recapture control over their destinies. The present period of history is therefore a particularly critical one. Changes must be forthcoming from both DIAND and First Nation communities themselves.

First Nations communities clearly have the strengths, competencies and the political vision to develop highly responsive and politically accountable public sectors at the community level. In areas such as economic development and education, many communities have developed successful local processes and arrangements which reflect local community values and traditions as well as sound management practices.

This study clearly identifies the need to consider some form of comprehensive policy to provide focused support for the Indian and Inuit public sector. The study's primary observation is that clear responsibility must lie with First Nations to develop their public sector in a way and manner which meets their needs.

The study also offers several ideas to support this goal. Funding assistance to bands and tribal councils for locally initiated management training, funding for advisors at the tribal council level, and a program of Indian sponsored, community-based research and innovation are some of the key ideas suggested.

It suggests the need for:

- a stable funding base allowing communities to focus attention on their training and development needs;
- opportunities for First Nations to access training and development courses through various coordinating mechanisms;

Conclusion

- *financial support for community based research and development targeted at developing the Indian and Inuit public sector;*
- *sponsorship for various executive development programs;*
- *opportunities for better exchange of information; and*
- *continued DIAND support for First Nations requiring remedial assistance particularly those experiencing financial management difficulties.*

It is hoped that the findings, issues and ideas raised through this study will result in a full and open discussion on the future of the Indian and Inuit public sector and on the development of approaches that will prepare First Nations members for careers in their local governments.

REPORTS OF THE "CAREERS" STUDY

- **INDIAN AND INUIT PUBLIC SERVICE:**

Definition, Skills and Knowledge, and Training Requirements - November 1990, Egeriex, St.-Lambert de Lévis, Québec.

- An examination and synopsis of band assessments in regions and the formulation of a process for Indian/Inuit communities to assess their training needs - May 1991, The University of Lethbridge, Lethbridge, Alberta.
- A description and analysis of training access networks and mechanisms for the Indian/Inuit public sector - February 1991, Progressive Planning Ltd., Fredericton, N.B.
- Annotated Bibliography: An annotated collection of selected theses, publications, studies and other reference materials reviewed. August 1991, Department of Indian Affairs and Northern Development.

NOTE: All of the above documents are available through regional and HQ's Indian Government Services offices.

STEERING COMMITTEE

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