REPORT
of the
TRANSITIONAL MANAGEMENT COMMITTEE
September 1977

REPORT

OF

THE

TRANSITIONAL

MANAGEMENT

COMMITTEE

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F O R E W O R D

Indian communities are in a constant state of development and change. The process is accelerating and makes it necessary for those government agencies serving or supporting them, to change also.

The ways in which management systems are re-structured, with their information systems and patterns of authority, can determine to a large extent the successful or unsuccessful development of Indian control over their own social and economic circumstances.

The analyses and recommendations in this report have been arrived at through co-operation, participation and enlightened team-work. The methods used have included shared information, participation and discussion with groups and levels throughout Headquarters.

The five members of the Transitional Management Committee were drawn from five occupational groups: AS, PM, CO, PE and SX. As changes in its composition occur other groups will be drawn upon to maintain a mix of skills, but it will continue to be the ability of the individual team member which will count.

This report suggests some changes in structure. More important, it illustrates how the continuous process of evolution might be formalized.

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SECTION I : INTRODUCTION

Over the last few years it has become increasingly evident
that the process of organizational change is not a stop and
go activity. It is a continuous process of evolution to
meet changing requirements. Specifically, in the Indian
and Eskimo Affairs Program, since the last major change in
1975/1976, a need for further modification of the Head-
quarters structure has been identified. This should allow
the program to maintain the process of further decentrali-
zation (particularly of program development activities),
to reflect progress and changes in the environment, and to
improve the quality, effectiveness and responsiveness of
the Headquarters portion of the total Indian and Eskimo
Affairs Program. This need for change in the Headquarters
structure was supported in a man-year study conducted by
Mr. H. Rodine early this year.

Early in 1977 management began developing the main direction
and framework of a further refinement of the organization.
This framework and the philosophy underlying it were out-
lined last spring in a paper which was circulated and
discussed among senior management in Ottawa.

During this process it became evident that there was a
need to perform a functional analysis of the Headquarters
structure, to develop clear definitions of the roles and
responsibilities of each segment, to describe the rationale
for any changes envisaged, and to document the process
to ensure continuity of the intent during and after the
implementation phase. By June the main elements of

the proposed organizational framework had been developed and a Transitional Manager was designated to implement interim changes, to carry out the above-mentioned activities in developing and refining the structure in terms of the direction given and to identify possible longer term changes in the organization. The need to keep employees as fully informed as possible throughout the process was emphasized.

A committee to support the Transitional Manager was named and became operational late in June. It was given direction to:

- carry out a functional analysis of the existing organization within the framework of the interim structure;

- describe the rationale and substantiation for changes being considered;

- oversee the first phase of implementation by September 1;

- prepare a report containing the results of the functional analysis including definitions of functions for each part of the organization and recommended transfers of functions;

- develop an estimate of the likely implications on man-year allocations and staff;

- develop a proposed action plan, including timing, for the implementation of changes over a period of 12 - 18 months;

- document the process of change;

- recommend longer term changes; and

- conduct an evaluation and make recommendations regarding the methodology of bringing about change in an organizational structure.

This report is a summary of progress to date and an outline of the paths to be followed in the coming months to bring about the changes approved. The report includes a brief

description of the process, an overview of the proposed
Headquarters structure, a listing of specific transfers
recommended to be made between organizational elements,
an estimate of the effect on man-years, Senior Management
Complement and Senior Personnel Authorities, possible
staff implications, specific recommendations on implemen-
tation, and long-term recommendations and suggestions for
additional areas to be considered.

The main body of the report contains the outcome and
results of the study and the recommendations of the
Transitional Management Committee. The appendices con-
tain supporting information on the anticipated role of
the various elements of the organization, the rationale
for major recommendations contained in the body of the
report, and a number of additional detailed recommendations
and points which require further clarification. The ap-
pendices also indicate areas where the Transitional
Management Committee disagreed with proposals submitted
by individual branches.   It is therefore essential to
review the relevant appendices in conjunction with specific
recommendations in the report itself.

This report concentrates on the proposed content of the
organizational segments and on implementation of changes.
A subsequent report will analyze and evaluate the process
of change and make recommendations in this regard.

SECTION II : REPORT HIGHLIGHTS

A. Objectives

1. One of the primary objectives of restructuring the Headquarters organization was to increase the effectiveness and responsiveness of this component of the Program in support of Regions in order that they in turn may increase the effectiveness of their support to Indian people. To this end, decentralization is being continued and extended to include responsibility for the lead role in program development activities.

2. In recognition of the prime Regional responsibility both for developing programs and for their day-to-day operation and delivery, the orientation of Headquarters will change from specialist to generalist. Particularly, in the proposed Program Support Group, the expertise in various subject areas would be utilized through a system of working groups concentrating on solutions to specific interdisciplinary problems or issues.

3. This implies the main responsibility for provision of specialist resources rests with Regions rather than being supplied at Headquarters. This need not mean the direct employment of full-time specialists in all fields. A variety of other means of obtaining specialist input is available (e.g. secondment, contracts, use of other agencies). Headquarters in turn while requiring a certain degree of expertise in the subject areas will not, for the most part, require specialists confined to one field.

4. Another objective was to reduce the number of separate but interrelated units within Headquarters, (e.g. parallel branches in Operations and Program Development) in order to overcome difficulties encountered by fragmentation and duplication of roles and services and to enable a more coordinated and effective focus to be given

to priority areas.

B.   Process

5.   In developing the recommendations for revisions to the organizational structure, thorough analysis of the functions of Headquarters branches was performed. Submissions from branches were received describing existing and proposed functions, and discussions were held to clarify ambiguities and inconsistencies. In some cases these submissions were developed by branch committees.

6.   The branch submissions were analyzed by the Transitional Management Committee in terms of criteria described in Section III.

7.   Further discussions with branches during and after this analysis were not possible due to time constraints and should be given a high priority to complete this phase.

8.   Similarly, high priority should be given to determining the implications for Regions of approved recommendations and to delineating clearly the respective roles and inter-relationships with respect to particular subject areas.

C.   Structure

9.   An Assistant Deputy Minister - Programs has been established. This does not indicate a division of the Program into two but more a sharing of the workload of the Office of Assistant Deputy Minister.

10. The organizational structure of the Headquarters of the Indian and Eskimo Affairs Program at the end of the 18-month transitional period should contain the following segments:

a. Program Support

b. Reserves and Trusts

c. Policy, Research and Evaluation

d. Special Projects

e. Finance and Management

f. Program Personnel

g. Public Communications and Parliamentary Relations.

11. As a result of the changes recommended, the Management Review and Development Group would become part of a revised Finance and Management Branch. Following progress towards achievement of objectives and continuation of the process of decentralization, the existing Community Housing and Facilities and Employment Programs Branches should, during the transitional period, be re-integrated into other portions of Program Support.

D. Functions

12. The main functions of the revised organizational segments (as proposed) are highlighted below:

(a) The Program Support Group results from the strengthening of the Regional roles, particularly in terms of program development, and the integration of residual responsibilities of the main elements of Program Development and Operations. This Group will have a dual support role to the Minister and to senior management in Headquarters and in Regions.

With regard to this Regional support role, Program Support would develop systems and provide an information exchange, ensure feedback from monitoring systems to assist Regions in program implementation, and undertake a coordination and leadership role to ensure sharing of experiences, guidance, assistance and development as required.

(e) Finance and Management is being maintained but its dual focus is being emphasized. In this regard various other elements of the Program related to management systems and processes are being consolidated with the Special and Administrative Services Division into Management Services. The financial elements are recommended to be consolidated in a Finance Division.

(f) Program Personnel is relatively unaffected by the changes and retains its present role.

(g) Public Communications and Parliamentary Relations similarly retains its present responsibilities and roles.

E. Transfers

13. In general, Regions now have both the responsibility and the authority for developing programs and for their day-to-day operation and delivery. What is being recommended is that the lead role for these activities be decentralized. In addition to this general shift, a number of specific areas in which primary responsibility would be transferred to the field are identified.

14. The administration of band by-laws, elections and funds should be transferred to Reserves and Trusts from Local Government. As well, the recording of permits, licences and regulations would be included in this Group's responsibilities.

15. It is recommended that Policy, Research and Evaluation expand the role of the Policy Planning Branch to include a support role in the development of policy guidelines concerning specific questions.

16. The establishment of a Management Services Division within Finance and Management is recommended to consolidate and give a higher focus to management related systems, processes and services.

F. Man-years

17. Prior to the beginning of the transitional phase, Headquarters branches had been given a target of 458 man-years to be achieved by the end of the 1977-78 fiscal year. As a result of the review of functions that has been carried out the Transitional Management Committee recommends a further Headquarters reduction to approximately 422 man-years.

18. This net reduction of 36 conceals the extent of change and redistribution within the Headquarters structure. For example, areas included in Program Support will be releasing approximately 67 man-years while Policy, Research and Evaluation, Reserves and Trusts and Special Projects require increases.

19. Current estimates suggest that approximately 30-40 man-years will be available for release from Headquarters.

20. While the needs in almost all areas are immediate, the release will be a gradual one and will take place over the entire transitional phase.

G. SMC and SPA Implications

21. The Program is currently fully utilizing its Senior Management Complement. Projections up to the end of the transitional period show this utilization pattern will continue i.e. projected increases should be offset by recommended decreases. A temporary charge for the acting ADM will result in an over-utilization of one during this period.

22. Current projections indicate a net reduction of six in the Headquarters utilization of Senior Personnel Authorities. The Transitional Management Committee recommends that SPAs be allotted to Regions as the reduction is achieved.

H. Staff Implications

23. It is expected that the organizational changes should primarily result in a redistribution of man-years rather than a reduction.

24. Steps will be taken to facilitate the employment of current staff in areas with increased man-year requirements.

25. In some cases retraining or reorientation may be necessary to assist staff to make this transition.

26. The Transitional Management Committee has given a high priority to staff communications. It is important that this process of communication continue.

I. Implementation

27. Further clarification and discussion with managers is required regarding points arising from the analysis of their submissions. Subsequently the approved listing of functions for each branch should be updated to incorporate amendments and a wide distribution made.

28. Continuity of the process of change after this phase is essential to achieving the objectives which were stated at the beginning of the process. The Committee therefore recommends that action plans on two levels, both Program-wide and on a branch by branch basis, be developed and submitted to the Transitional Manager to ensure their consistency with the recommendations approved and with the intent of the process.

29. During the functional analysis process a variety of real and, to some extent, imaginary constraints were identified as barriers to overcome. As part of the action plans, it is important that such barriers be further identified and evaluated and concrete steps outlined to overcome these difficulties.

30. Reference has already been made to the need for a continuing monitoring and review role to follow from the Transitional Management Committee's activities. An augmented Staffing Review Committee would be the appropriate vehicle for this role.

J.   Long-Term Recommendations and Observations

31. The Transitional Management Committee considers that the current subject oriented branch structure of Program Support should be an interim one. It recommends that consideration be given to an alternative structure divided along functional lines.

32. The Transitional Management Committee had serious concerns about the extent of the specialized orientation of the Education and Cultural Support Branch submission. It recommends that further discussions be held with appropriate Regional and Headquarters management to clarify the role of this Branch in terms of the intent of Program Support and that a revised submission be developed.

33. The monitoring role has tended, in the past, to be given insufficient priority. This activity should be strengthened as an integral part of the overall Regional support role.

34. It is now being recognized that it is appropriate to implement organizational change on a evolutionary basis. It is therefore important to have a continuing vehicle to determine the need for such change and to monitor the process. Section X analyzes this topic in depth.

SECTION III : FUNCTIONAL ANALYSIS PROCESS

One of the main roles of the Transitional Management
Committee was to perform an analysis of the functions
of each Headquarters branch. The objectives of this
exercise were:

(1) to recommend on a consistent, rational basis
     which activities should be performed in a
     field location and which ones should be re-
     tained at Headquarters;

(2) to recommend where within the proposed organi-
     zation the residual functions would best fit;
     and

(3) to develop longer term recommendations, if any,
     for further modification of the interim struc-
     ture.

For the purposes of this exercise the Transitional Manage-
ment Committee defined functions as *"the individual activi-
ties which are performed to fulfill an individual's or a section's
responsibilities"*.

The initial raw material gathered by the Transitional
Management Committee was in the form of functional charts
of existing responsibilities. In some areas these were
described by the functions performed by the various
branches, in others they were simply a listing of subject
areas. In the second phase the Committee concentrated on
verifying, elaborating and more fully developing, with the
branches concerned, a listing of functions performed in
each area.   This also included those functions which should
be performed but which did not appear to be covered by that
or any other area at that time.   Intensive involvement was
sought and obtained from the branches concerned during
this second stage.

To assist in the analysis joint committees were established in some branches, primarily in those areas in which two or more existing branches or elements of branches were proposed to be amalgamated. Specifically, these committees were established in Education, Economic Development, Local Government and Reserves and Trusts. They have generally performed the following steps in their analysis:

1. reviewed functions to eliminate duplication;

2. identified those functions which should be transferred to the field;

3. identified those functions which would best fit elsewhere in the organization at Headquarters;

4. added any functions considered essential which were not being performed at Headquarters;

5. prepared a report proposing the organization of the residual functions of the branch and the estimated man-years required to perform these functions.

Some committees went on to consider the likely impact on staff, to consult with individuals on their interests and career aspirations, and then to identify the existence and scope of any potential problem in terms of people fitting into the proposed revised organization.

As the functional analysis progressed, the following roles were identified as being appropriate Headquarters responsibilities:

1. advice to the Minister and senior Departmental officials on matters of a national nature;

2. gathering, coordination, revision and analysis of required information for Parliament, Central Agencies (i.e. Treasury Board) and the Minister;

3. support to Regions (exact nature may differ with subject content and circumstances and change over time);

4. development of policy and operational guidelines;

5. definition and recommendation of national goals and priorities where appropriate, long-term planning and annual budget coordination, and negotiation of standards and budget with Treasury Board;

6. liaison and consultation re policy and national aspects of program development with the National Indian Brotherhood, other Indian organizations, other departmental headquarters, central bodies and outside agencies;

7. design and development of systems and procedures where appropriate on a national basis;

8. coordination, leadership and cross-fertilization of program development where appropriate;

9. monitoring and evaluation (with Regions, Associations and others as appropriate) of Regional activities and adherence to program standards and requirements.

All of the above Headquarters functions should be viewed from the perspective of assisting Regions to improve the effectiveness of their operational and program development capacity in responding to Indian needs.

Regional responsibilities include any and all functions which affect one Region only. The following are illustrative only:

1. direct service

2. operational policy and implementation

3. policy interpretation within Regional setting

4. gathering, coordination, analysis of information

5. program development

6. internal monitoring

7. evaluation (with Headquarters, Associations, Bands).

The Transitional Management Committee, in addition to receiving submissions from the four branch committees, obtained revised functional charts and relevant proposals from all other Program branches. Wherever possible, discussions were held with the appropriate Directors General and Directors regarding their functional charts, possible overlaps and gaps between areas, and estimated man-year requirements.

The Transitional Management Committee carried out an analysis of all submissions in considerable detail. It should be emphasized however, that the time available for this overview analysis was not adequate and restricted the Committee primarily to a review of the submissions as received. Further time would have permitted additional discussions with appropriate personnel for purposes of clarification of ambiguities in the written submissions, exploration of areas of overlap and the resolution of such points. In this report the Committee has attempted to highlight areas for which it considers further review essential or desirable. More specifically, the Committee has analysed the submissions in terms of the following points:

1. Is each individual submission consistent with the overall direction received by the Committee and the intent underlying the changes?

2. Where there are inconsistencies, are these exceptions justified and are they temporary or permanent?

3. Are there areas of overlap?

4. What transfers are recommended and are these appropriately covered by the proposed recipient areas?

5. What gaps appear to exist in the proposed revised organizational structure?

6. Are there any overview observations the Committee wishes to make? Does the complete package form a logical integrated whole which will facilitate the Program's objectives?

7. Are there any further changes required to the interim organizational structure which can be identified and should be recommended?

It should be noted that in this phase, the Transitional Management Committee confined itself to an analysis of only the Headquarters component of the organization. The interrelationships with and implications for Regional offices have not yet been fully dealt with and should be given a high priority in the next phase of this re-structuring.

The remainder of this report reflects the Transitional Management Committee's review of various background papers and other material, as well as the functional analysis carried out of individual branch submissions.

SECTION IV : PROPOSED HEADQUARTERS STRUCTURE

A. Organizational Stucture

Two organizational charts follow in this section showing
the Headquarters structure as it was at the beginning of
this change process (June 1977 - Chart 1) and as it is
proposed to be in approximately 18 months (April 1979 -
Chart 2).

It is important to note that the Indian and Eskimo Affairs
Program, possibly to a greater extent than other hier-
archies, must remain flexible and adaptable over time.
For example, this Program now has two Assistant Deputy
Ministers- the Assistant Deputy Minister and an Assistant
Deputy Minister - Programs. However, it should not be
considered as two separate programs but as one inter-
related whole with a sharing of responsibilities between
the ADMs. This distribution of workload should be con-
sidered as fluid and as one which will vary over time
depending on changing circumstances, priorities and pres-
sures generated by particular parts of the structure at
different points in time.

The proposed new structure will contain three primary
program oriented groups - Program Support, Reserves and
Trusts and Policy, Research and Evaluation. A new
organizational element, Special Projects, has been esta-
blished to give a high profile and focus to a variety
of long-standing issues and problems, mainly originating
in Lands and Membership areas. Once the Program has im-
proved its capability to deal with this type of issue, the
functions of this area will be re-integrated into the
three main program areas. The other parts of the organi-
zation, namely Finance and Management, Program Personnel
and Public Communications and Parliamentary Relations,

may be considered as primarily support functions for the groups mentioned above.

This proposed organizational structure pulls together and amalgamates into fewer components the various parts of the organization, both in program oriented and support areas. It is anticipated that a further coalescing of the three traditional subject areas (Education, Economic Development and Local Government) will gradually take place over the next two years. This would facilitate the development of an integrated program support capability with specialists contributing on a task or project basis as opposed to doing so within isolated units based on specialist or professional disciplines. Interim arrangements will be necessary, however, to overcome difficulties encountered by the fragmentation and duplication of roles and services and to enable a more coordinated and effective focus to be given to priority areas.

To achieve the desired integration it is recommended that Management Review and Development, Management Coordination, Program Planning, Community Housing and Facilities and Employment Programs disappear as separate entities. This would be in addition to the basic amalgamation of residual functions of Operations and Program Development in Program Support. Obviously, this recommendation does not reflect on the priority or importance of these areas. It proposes rather a modification of the means and structure of achieving the established goals and particularly of increasing support and responsiveness to Regions. A summary of the roles of the Headquarters organizational units is contained in the appendices along with additional comments regarding interrelationships and specific functions.

CHART 1

PRE-TRANSITION ORGANIZATION

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                            ┌─────────────┐
                            │   MINISTER  │
                            └──────┬──────┘
                            ┌──────┴──────────┐
                            │ DEPUTY MINISTER │
                            └──────┬──────────┘
                            ┌──────┴──────────┐
                            │   ASSISTANT     │
                            │ DEPUTY MINISTER │
                            └─────────────────┘
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| MANAGEMENT REVIEW & DEVELOPMENT | INFORMATION SERVICES | FINANCE & MANAGEMENT | PROGRAM PERSONNEL |

POLICY, RESEARCH & EVALUATION	OPERATIONS	PROGRAM DEVELOPMENT
	Engineering & Arch. Advisor	Program Planning
Policy Planning	Education	Education & Cultural Develop.
Program Evaluation	Economic Development	Economic Development
Research	Lands & Membership	Local Government Develop.
	Local Government	
	Housing	
	Employment	
	Management Coordination	

8 Reg. Directors
General
1 Reg. Repr.

CHART 2

PROPOSED POST-TRANSITION ORGANIZATION

```
                    ┌──────────────┐
                    │   MINISTER   │
                    └──────┬───────┘
                    ┌──────┴────────┐
                    │ DEPUTY MINISTER│
                    └──────┬─────────┘
          ┌────────────────┴──────────────────────┐
  ┌───────┴────────┐                      ┌────────┴──────────┐
  │ ASSISTANT DEPUTY│                     │ ASSISTANT DEPUTY   │
  │    MINISTER     │                     │ MINISTER - PROGRAMS│
  └─────────────────┘                     └────────────────────┘
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SPECIAL PROJECTS		M.I.S. COORDINATOR

| POLICY, RESEARCH & EVALUATION | PUBLIC COMMUNICATIONS & PARLIAMENTARY RELATIONS | PROGRAM PERSONNEL | FINANCE & MANAGEMENT | RESERVES & TRUST | PROGRAM SUPPORT |

REGIONAL DIRECTORS GENERAL
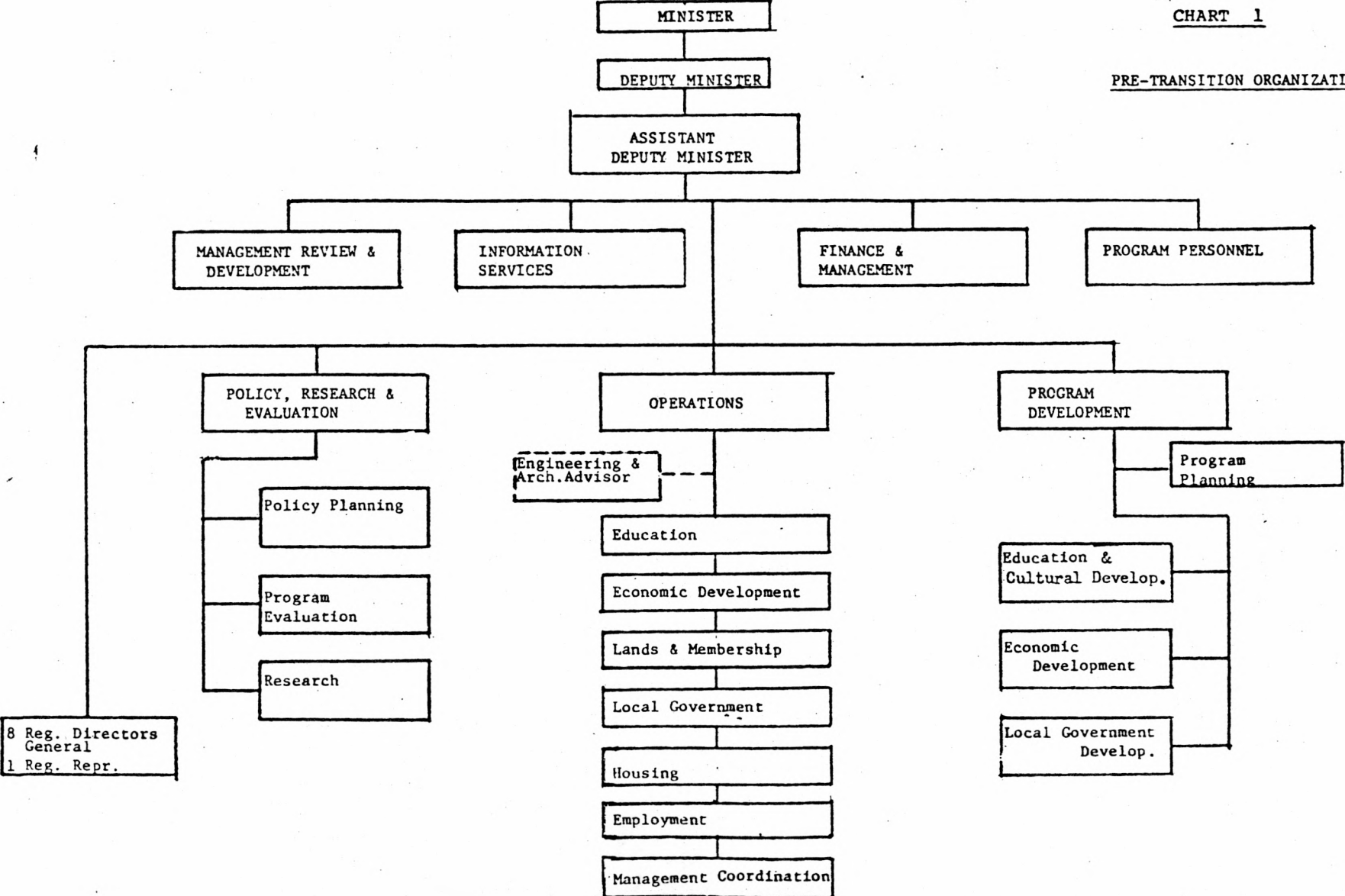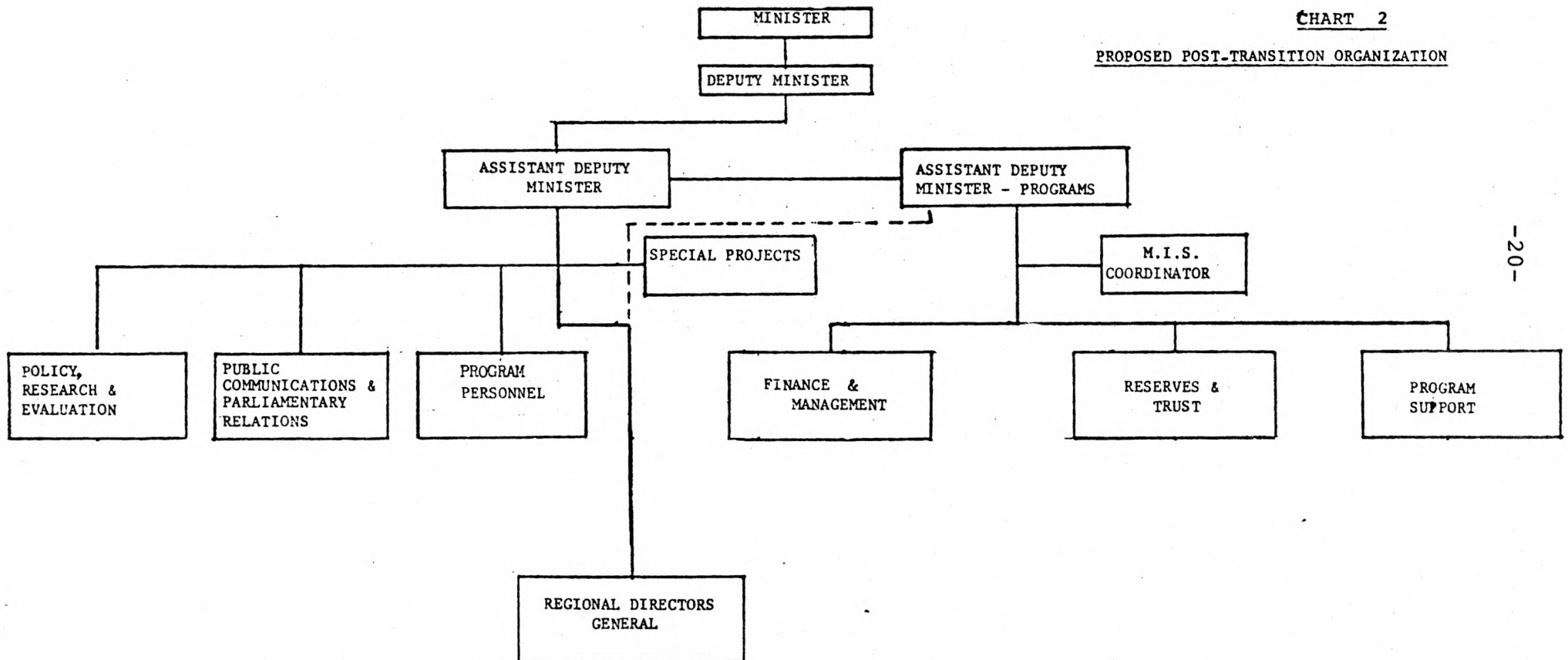
B. <u>Man-years</u>

Table 1 shows the organizational structure and man-year
allocations prior to changes arising from this organizational
review. Table 2 redistributes those same man-years in
terms of the revised structure, lists the branch requests
and finally recommends a target man-year allotment to be
effective <u>April 1979</u>. Changes during the interim period
as well as other relevant observations are noted with this
table.

TABLE 1

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PRE-TRANSITION MAN-YEAR ALLOCATIONS

Note: These figures reflect reductions made in February 1977 which were to be achieved over the 1977-78 fiscal year and as well subsequent modifications to those budgets which were prior to and independent of this transitional phase.

Assistant Deputy Minister's Office		6
Management Review and Development		6
Operations		246
Director General's Office	6	
Local Government	22	
Education	18	
Counselling Unit	6	
Economic Development	34	
Lands and Membership	115	
Management Coordination	20	
Community Housing & Facilities	14	
Employment Programs	11	
Program Development		61
Director General's Office (including Program Planning)	6	
Local Government	17	
Education and Cultural Development	23	
Economic Development	15	
Policy, Research and Evaluation		37
Director General's Office	6	
Policy Planning	9	
Research	17	
Program Evaluation	5	
Finance & Management (including 1 in Secondment pool).		59
Program Personnel		29
Information Services		14
Total		458

Introductory Notes to Table 2

1. The man-years shown in the pre-transition column
   reflect decisions made in February 1977 regarding
   allocations to be achieved by the end of the 1977-
   1978 fiscal year.   These figures also reflect
   subsequent modifications of those targets which
   occurred prior to and independent of transitional
   activities.   They are shown in Table 1 in the
   old organizational structure and in Table 2 in the
   revised structure.   Only major transfers between
   branches (such as responsibility for Treaties,
   Statutes and Regulations to Reserves and Trusts)
   are reflected.   These figures do not reflect
   charges for field operations such as N.W.T. nor
   do they include I.E.R.D. positions.

2. The man-year figures shown as requested are based
   on branch submissions and reflect the functions as
   proposed.   They do not reflect other additions
   or subtractions of functions which are being re-
   commended by the Transitional Management Committee
   but which had not been included in the branch
   submissions.

3. The man-years recommended (to be effective April
   1979) reflect Transitional Management Committee
   recommendations regarding branch functions and
   transfers.   Explanatory comments follow where
   necessary.

TABLE 2

MAN-YEAR ALLOCATIONS

	Pre-transition Target	Requested	Recommended
ADM's Office (see note 1)	6	12	10
(Mgmt. Review)	6	6	-
Program Support (see note 2)	157	113½	90
Director General's Office	6	4	4
Education & Cult. Dev.	41	27½	21
Counselling Unit	6	6	6
Economic Development	49	32	29
(Employment Programs)	11	11	-
Local Government	30)	33	30
(Community Housing & Facilities).	14)	-	-
Reserves and Trusts (see note 3)	130	139	135
Director General's Office	6	6	5
Lands & Membership	115	108	108
Minerals	-	4	4
Administrative Support	-	10	8
Environmental Secretariat	-	4	3
Treaties, Statutes & Regulations.	9	7	7
Policy, Research & Eval.	37	55	55
Director General's Office	6	7	7
Policy Planning	9	18	18
Research	17	22	22
Program Evaluation	5	8	8
Special Projects	-	10	10
Finance & Mgmt (see note 4)	79	87	75
Director's Office	4	2	2
Finance	32	32	33
Management Services	43	53	40
Prog. Personnel (see note 5)	29	33	33
Public Communications & Parliamentary Relations	14	14	14
	458	469½	422

Explanatory Notes

1. Assistant Deputy Minister's Office

    The requested figure of 12 includes 9 for the ADM's
    Office (the pre-transition figure of 6 plus 3 to
    reflect the addition of the ADM - Programs) and 3
    for the establishment of an organizational socio-
    logist. The post-transition recommended figure
    includes 9 for the two ADMs and their staff and
    1 for the EPC Secretariat duties transferred from
    Management Review and Development.

    The request for 3 man-years for an organizational
    sociologist is not included in the post-transition
    recommendation column. It is expected that this
    requirement, which is of a temporary nature, should
    be for the most part completed by the end of the
    transition phase.

    A temporary increase of 2 man-years for the greater
    part of the transition period will be required to
    cover the coordination of the development and im-
    plementation of the Program MIS.   These also are
    not shown in the recommended total as they are not
    expected to be required at that time.

2. Program Support

    The structure for Program Support shows an initial
    division into 5 branches phasing down to 3 during
    the interim period. In approximately 12 months
    Community Housing and Facilities would be included

in Local Government and Employment Programs reabsorbed
into the remaining elements of the Group.   The pre-
transition figure shown for each branch reflects the
combined Operations and Program Development Branches.
However, they exclude from Local Government the 9 man-
years transferred to Reserves and Trusts for Treaties,
Statutes and Regulations functions.

The man-years requested by Education do not include
the Counselling Unit which the Branch proposes to
transfer back to the Ontario Region.   The recommended
total does show these 6 man-years as the Branch pro-
posal is not supported.   The Transitional Management
Committee considers after reviewing the Education
submission, that more man-years could be reduced by
a changed emphasis in the organization and by a
different structure.   Pending further analysis to
determine a more precise number, the Committee
recommends an interim target allotment of 21 plus
6 for the Counselling Unit.

The Committee does not foresee extra man-years being
required by Education or Local Government to perform
residual employment functions recommended to be trans-
ferred to other areas of Program Support during the
transitional period.   It has however included 2 in
Economic Development to provide for an employment
oriented unit.

3.   Reserves and Trusts

The pre-transition allocation of 115 man-years for
Lands and Membership includes Minerals and an ad-
ministrative support capacity.

The requested figure of 139 provides for:

a. the maintenance of the Director General's
    Office at 6 man-years;

b. a Minerals Branch Directorate of 4;

c. an Administrative Support Unit of 10
    (an increase of 2);

d. the establishment of an Environmental
    Secretariat of 4;

e. the reduction of Treaties, Statutes and
    Regulations to 7 (resulting from de-
    centralization); and

f. 108 for Lands and Membership.

This latter figure is based on a current allocation of
103 (115 minus 12 for Minerals and administration)
plus 14, (an increase of 6 for Lands Administration,
6 for Membership, 1 for additional support services
within Lands and 1 for a Departmental Representative -
advisory committees for Newfoundland and Labrador),
minus 9 for further decentralization during the
transitional period.

The Transitional Management Committee supports the
Branch proposals in general but would suggest
reducing the Director General's Office and the
Environmental Secretariat by 1 each and maintaining
the administrative unit at its current level. The
remaining man-years are accepted by the Transitional
Management Committee on an interim basis pending
completion of the studies underway of Lands and
Membership systems and associated resource require-
ments.

It should be noted that immediate requested increases
<u>followed</u> by decentralization would mean a peak require-
ment of 146 man-years. This may also need to be aug-
mented by temporary assistance during the initial
stages to allow for the development of manuals,
training of field staff, etc.

4. <u>Finance and Management</u>

The pre-transition man-year total includes both the
existing Finance and Management Branch and the Manage-
ment Coordination Branch from Operations. This reflects
the proposal that the majority of the functions of
Management Coordination together with those of the
Special and Administrative Services Division (Finance
and Management) form the core of a Management Services
Division in the revised Branch. The distribution of
man-years in the first column shows this grouping. The
4 for the Director's Office have been deducted from the
Finance side to reflect the current orientation. One
man-year in the Secondment Pool is included in the
Finance allocation.

A submission covering most aspects of the Management
side was received requesting 30 man-years. This along
with the 23 for Special and Administrative Services would
indicate a request for 53 man-years. Consolidation of
services resulting in less duplication and greater
efficiency would indicate a target of approximately 40
to be appropriate. It is noted that more may be needed
for an interim period and that the skills requirements
and orientation of the man-years will change over time
(see Appendix V for details).

5. <u>Program Personnel</u>

Although currently allocated 32 man-years Program
Personnel had been scheduled to reduce to 29 by the

end of the 1977-78 fiscal year as part of the last
Headquarters reduction. At the start of the trans-
itional process, one man-year was transferred to
Personnel from Education to cover staff training
support services. The remainder of the proposed
increase is to cover other functions imposed on the
Branch such as EOW and ALOSS activities. It is
further anticipated that a temporary increase will
be required to cope with the additional classifi-
cation,staffing, counselling, training and perhaps
staff relations activities generated by the organi-
zational changes.

SECTION V : RECOMMENDED TRANSFERS OF FUNCTIONS

One of the main tasks of the Transitional Management
Committee was to provide an overview to the branches
so that the preparation of their functional organization
charts would be in line with the rationale for the
reorganization.   Subsequently, the Committee brought
together their proposals and meshed them into an
integrated organizational structure. In so doing, the
Committee is recommending continuation of decentraliza-
tion to Regions and transfers of functions within
Headquarters. It is also advising as to which functions
it considers should receive a higher priority than in
the past. It should be emphasized that the recommenda-
tions below are those of the Transitional Management
Committee;   details concerning branch submissions, as
well as the rationale for their acceptance or rejection,
are contained in the appendices.

Decentralization to Regions

In general, Regions now have both the responsibility and
the authority for developing programs and for their day-
to-day operation and delivery. What is being recommended
is that the lead role for these activities be decentralized.
In addition to this general shift in the location of lead
roles and to support further the overall concept of decen-
tralization, it is recommended that primary responsibility
for the following functions be transferred from the areas
mentioned below to the Regions. The estimated date of
each transfer appears in parenthesis.

1.   From Program Support

     (a) Employment Programs

     -    residual role for program development
          (October 1978)

(b) Education and Cultural Support

- ensuring specialist input in the various
  subject areas (by April 1979)

- band training (immediate)

- management of the joint school capital
  program (April 1981)

- administration of the native language
  program (October 1978)

- administration of Cultural Centres
  (April 1978)

(c) Economic Development

- project and loan approval (authority
  equal to Headquarters October 1978)

2. From Reserves and Trusts

- registry service (April 1979)

- management of land and estates (continuing)

- administration of band funds and funds for
  Indian minors (by April 1979)

- administration of treaty payments and
  supplies including maintenance of records
  (by April 1979)

3. From Finance and Management

- administration of band funds (by April 1979)

- responsibilities of the loans and trusts
  section (by October 1980)

- review and analysis of band audits, audits
  of Indian associations and community de-
  velopment agreements (July 1978)

Transfers within Headquarters

One of the major objectives of this reorganization is to
provide a strong thrust to certain activities. Another
prime consideration is the consolidation of similar functions
within the same organizational unit in order to improve the
Headquarters support capacity vis-à-vis Regions.   These
factors provide the basic rationale for the following re-
commendations:

1.   Program Support

This Group, comprising Local Government, Economic
Development, Education, Employment and Community Housing
and Facilities, is charged with the responsibility of pro-
viding support to the field and to senior management at
Headquarters. As the main responsibilities for operational
and program development matters continue to be decentralized,
the focus of these branches will turn towards coordination,
monitoring and advising. The operational and developmental
thrusts in the fields of Employment and Housing will have
been largely completed at Headquarters by October 1978.
At that time these two Branches would disappear as inde-
pendent entities. The focus on these important activi-
ties should then be carried on by Regional Coordinators,
committees and through the annual goal-setting process.

2.   Reserves and Trusts

The establishment of this Group will give greater
prominence to the trust and statutory responsibilities
of the Department.   The administration of band by-laws,
elections and funds should be transferred to this Group
from Local Government as well as the recording of permits,
licences and regulations. An Environmental Secretariat
should be created within Reserves and Trusts with the co-
ordination of the Department's involvement in off-reserve

environmental issues as its main responsibility.

3. Policy, Research and Evaluation

This Group should undertake the responsibility for
establishing a broad socio-economic policy as well as
policy guidelines concerning specific questions, such
as provision of legal assistance to bands. In addition,
the analysis and interpretation of statistical infor-
mation and the conduct of research on and the evaluation
of a variety of indices for planning purposes should also
be transferred to Policy, Research and Evaluation.

4. Special Projects

This organizational element will focus on long-standing
issues and problems concerning membership, band for-
mation, break-away groups (from bands), irregular occu-
pancy of Indian land and local land issues which are not
the subject of specific claims. In 18 - 24 months it is
expected that Special Projects will have resolved a number
of these situations and recommended the organizational and
systems changes required to deal with the remainder. At
that time its continued existence should be considered to
determine the appropriate timing for re-integration into
the other program areas.

5. Finance and Management

Within this Branch, there should be a strong focus on
management processes and central administrative systems
and services as well as on financial aspects. To this
end, a Management Services Division should be established.
Its responsibilities would include those of the Special
and Administrative Services Division of the current Finance
and Management Branch as well as the development of manage-
ment processes (e.g. with respect to Program Forecasts and

Reviews), the coordination of Treasury Board submissions
and liaison with that agency, the gathering and tabulation
of statistical information, and the administration of the
Research Reference and Statistical Information Centres.
It is foreseen that the maintenance of the Management
Information System would become the responsibility of
this Division on a phased basis as parts of the system are
developed and become operational.

Given the importance of both the financial and management
responsibilities it is necessary that the Director of this
Branch recognize the dual focus. Until such an appointment
is made, it is recommended that both functions report di-
rectly to the Assistant Deputy Minister - Programs.

6. Program Personnel

In accordance with the plan developed two years ago,
the staff training function, after having achieved
the objectives set for it, returned to Program Per-
sonnel from Education in July 1977.

7. Public Communications and Parliamentary Relations

It is recommended that the production of Tawow as well as
other similar activities of the Education and Cultural
Support Branch, including media aspects, be transferred
as soon as possible to Public Communications and Par-
liamentary Relations. Of course, there will be a con-
tinuing need for effective input from Education.

8. It is recommended that management of Consultation
Funds become the responsibility of the Assistant Deputy
Minister - Programs and that the EPC Secretariat role
be included in the Office of the Assistant Deputy Minister.

SECTION VI : RECOMMENDED DISPOSITION OF RELEASED MAN-YEARS

The continued decentralization of functions to Regions,as
well as transfers within Headquarters and the amalgamation
of residual functions of Operations and Program Development,
would result in the release of 67 man-years from Program
Support.   During the transitional period, several areas
within the Headquarters organization will be receiving a
higher priority than in the past.   Moreover, certain
elements of the organization will be the recipients of
direct transfers of functions from other areas.   This will
result in these elements requiring an increased man-year
allocation as shown in Table 2 (Section IV).

Current estimates suggest that approximately 30 - 40
man-years will be available for release from Headquarters
to Regions throughout the transitional period.   The Trans-
itional Management Committee recommends transfer of these
man-years to assist Regions in developing their capability
to assume greater lead role responsibilities.   While the
need for providing a higher focus to such areas as Policy,
Research and Evaluation, Reserves and Trusts and Special
Projects is immediate, the reduction in the man-year
requirements of Program Support will be a gradual one
and will take place over the entire transitional phase.
Thus, the release of man-years to Regions will occur pri-
marily during the latter half of the transitional period.
However, specific transfers have been and will continue
to be made as appropriate.

The above comments illustrate that the continuing decen-
tralization to Regions will not necessarily be accompanied
by the direct transfer of man-years.   Given the fact that
Regions will be expected to undertake increased responsibi-
lities without a substantial increase in human resources, it

is evident that present Regional man-years as well as those
which are released from Headquarters should be utilized to
achieve the highest priorities of the Region. It will be
incumbent upon the Regions to employ a variety of methods,
(e.g. secondments, committees) to marshal the resources
required to meet these needs.

In summary, a number of functions will be transferred to
Regions as well as some man-years. In many respects these
functions are in fact now with Regions; it is more the
lead role which is being transferred.

SECTION VII : SENIOR MANAGEMENT COMPLEMENT AND SENIOR
           PERSONNEL AUTHORITIES IMPLICATIONS

Tables 3 and 4 show the status of the Program utilization
of SMC and SPA positions authorized prior to the trans-
itional phase. The projected requirements after this
phase are also shown. The main observations follow:

1. During the period of the ADM's leave of absence
    the Program will be charged for the Acting ADM
    and therefore will exceed its authorized quota.
    The projected utilization does not include this
    charge as it will terminate during the transi-
    tional period. Since every classified SX position
    counts toward the utilization whether staffed or
    not, the solution to this temporary problem is
    either to eliminate one position or to obtain the
    additional authorization from the Department or
    Treasury Board.

2. The submission from the Economic Development Branch
    proposed that the head continue to be an SX 1. The
    Transitional Management Committee recommends that
    this Director be in the C0 group. (This recommen-
    dation is included in the projected post-transition
    requirements, hence the Program is still one over
    its authorized complement during the ADM's absence.)

3. The head of Education, although in the EDS group, is
    considered an SX equivalent and is therefore counted
    in the SMC quota.

4. In contrast to the situation prevailing for SX
    positions, vacant SPA positions are not counted in the
    utilization figure.

5. The total SPA complement <u>projected</u> is less than that anticipated to be authorized by six. Consequently an opportunity will exist to allot these SPAs to Regions. (The reduced <u>authorization</u> reflects fewer SAPP positions.)

6. The area which appears capable of releasing the largest number of SPAs is Economic Development. One of the reasons for this is that the process and timing of collective bargaining have resulted in the classification two levels below the SX level, (i.e. CO 3), being considered as an SPA. For the other administrative groups, only the first level below the SX is counted. Nevertheless, in the final allotment of SPAs, it is recommended that there be a better balance than at present not only among the Headquarters branches but also between Headquarters and the field.

7. Additional reductions should be achieved in other areas (primarily through a reduction in SAPP positions) but these would be offset by increases elsewhere.

TABLE 3

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SMC STATUS AND PROJECTION

Total SMC authorization	23
Total SMC utilization	23
Total SMC projected	23
Additional SMC required	– (see note 1.)

HEADQUARTERS

Pre-Transition Organization	Projected Post-Transition Requirements	Change
ADM	ADM	–
	ADM – Programs	+1
Dir. Gen. – PRE	Dir. Gen. – PRE	–
Dir. – Policy	Dep. Dir. Gen. – PRE	–
Dir. – Research	Dir. – Research	–
Dir. Gen.–Ops.	Dir. Gen. – Reserves & Trusts	–
Dir. – Econ. Dev. Ops.		-1
Dir. Gen. – Prog. Dev.	Dir. Gen. – Spec. Proj.	–
Dir. – Econ. Dev. Prog. Dev.		-1
	Dir. Gen. – Prog. Support	+1
Dir. – Education	Dir. – Education & Cult.Sup.	–
Dir. – Finance & Management	Dir. – Finance & Management	–
Total 10	Total 10	NIL

FIELD

Reg. Dir. Gen (7)	Reg. Dir. Gen. (7)	
Director – Ops. (6)	Director – Ops. (6)	
Total 13	Total 13	NIL

NOTES:

1. During the period of the ADM's absence on leave, the Program will be charged for the acting ADM and therefore will exceed its quota.

2. At the start of the transitional period four additional SX or equivalent employees were covered by SAPP appointments.

SPA STATUS AND PROJECTION

Total SPA complement authorized (pre-transition)   94
Total SPA complement authorized (post-transition) 88
Total SPA complement utilized   95
Total SPA complement projected   82

HEADQUARTERS

Pre-Transition Organization	No.	Projected Post-Transition Requirements	No.
ADM's Office	1	ADM's Office	2
PRE	6	PRE	8
(+1 vac.)			
Operations Directorate	1	Reserves & Trusts	5
Lands & Membership	4		
Prog. Dev. Directorate	3	Special Projects	4
Economic Development	14	Prog. Support Directorate	1
(+3 vac.)			
Operations 8 (+1 vac.)			
Prog. Dev. 6 (+2 vac.)		Economic Development	7
Education	3	Education & Cult. Support	1
(+1 vac.)			
Operations (1 vac.)			
Prog. Dev. 3			
Local Government	2	Local Government	2
Operations 1			
Prog. Dev. 1			
Community Housing & Fac.	1		
Employment Programs	1		
Program Personnel	2	Program Personnel	1
Information Services	0	Pub. Comm. & Parl. Rel.	0
Mgmt. Coord.	3		
Finance & Mgmt.	2	Finance & Mgt.	3
Mgmt. Review & Dev.	0		
ADDITIONAL	2	ADDITIONAL	2
Total	45	Total	36

TABLE 4 (Continued)

FIELD

Pre-Transition Organization	No.	Projected Post-Transition Requirements	No.
ATLANTIC	3	ATLANTIC	3
QUEBEC	7	QUEBEC	7
ONTARIO	9	ONTARIO	9
MANITOBA	7	MANITOBA (see note 1.)	6
SASKATCHEWAN	6	SASKATCHEWAN	6
ALBERTA	7	ALBERTA (see note 1.)	6
BRITISH COLUMBIA	9	BRITISH COLUMBIA (see note 1.)	7
YUKON	1	YUKON	1
N.W.T.	1	N.W.T.	1
Total	50	Total	46

NOTES:

1. SAPP positions must be applied for individually and when approved are _temporarily_ added to our authorized complement. When the employee leaves the SAPP position, the authorized complement is correspondingly reduced.

2. Executive Interchange appointments must be covered by our existing authorization or by approval for a temporary increase.

3. These projections are based on estimates of branch _requirements_ and do not necessarily include positions for all current SPAs.

SECTION VIII : IMPLICATIONS FOR STAFF

Previous sections of this report indicate that the Head-
quarters man-year allocation will likely be reduced by
30 - 40 by the end of this transitional phase.   Since
it is expected that the total man-year allocation for
the Program will remain fairly constant, there could be
a concomitant increase in man-years at the Regional and
District offices.   Thus this reorganization should
primarily result in a re-alignment of staff complement,both
within Headquarters and between Headquarters and Regions,
rather than a reduction.

The man-year allocation within the proposed Headquarters
structure shows a decrease in Program Support which will
permit increases in the areas of Policy, Research and
Evaluation, Reserves and Trusts and Finance and Manage-
ment as well as Regions.   These shifts would tend to
indicate that less staff may be required in the CO, EDS
and PM Groups and more staff in the ES, SI and AS groups.
In the former cases, the greatest compression of positions
would likely be at the more senior levels, since there
could be a combining of responsibilities within fewer
divisions as functions are transferred to the field.
(It should be noted that the transfer of a function to
the field will not necessarily be accompanied by the direct
transfer of a man-year because of the changing role of
Headquarters.)

In the case of the CR and SCY groups, it is more diffi-
cult to predict the possible implications for staff.   The
main reason for this is that employees in these groups
are located in all branches throughout the Program.   Thus,
the likely impact on some sections may be the opposite of

what could happen in others. At this time, the best
guess as to what may occur over the next 18 months is
that increases in a number of areas, in addition to
normal attrition, will absorb those specific individuals
whose present functions will no longer be performed at
Headquarters. It should also be noted that the IS, FI
and PE groups should remain relatively stable during
the transitional period. Hence, this reorganization
should not result in a large impact on the employees
in these groups.

While this re-alignment of man-years may present management
with some problems, it should also be regarded as an ex-
cellent opportunity in several ways. A major side-effect
is that employees will be presented with the chance to
plan their careers and change their fields of work
accordingly.   The phased nature of the change process
will allow managers to forecast their requirements well
in advance and to take the necessary action to retrain
and reorient staff on subject matter, thrust of the
program area, and work environment (Region or Headquarters).

Managers are being and will continue to be encouraged to
employ the current staff of the Program, as much as
possible in accordance with the latters' wishes. Not-
withstanding this policy, it is recognized that in some
specific instances, recruitment from outside the Program
may be desirable, particularly if the field of work is
a very specialized or technical one. The Staffing Re-
view Committee will continue to ensure that such cases
will be kept to an absolute minimum and that each
situation is fully justified and documented.

SECTION IX : IMPLEMENTATION

The priority given and the processes utilized to follow-
up on implementation of proposed changes are equally as im-
portant as the quality of the analysis to date and the value
of the proposed changes themselves. It is therefore important
that required follow-up activities be identified and re-
sponsibility for them assigned. The Transitional Manager
will continue to be responsible during the coming months
for overseeing the implementation of approved recommendations.
Specific aspects of implementation are discussed in the
remainder of this section.

A.   Immediate Follow-up

Because of the time constraints faced by the Transitional
Management Committee it was not possible in all cases to
have additional discussions with Directors General and
Directors regarding their submissions. Some informal dis-
cussions were held throughout the development of sub-
missions and after receipt in some cases, but follow-up
during or after the analysis was not accomplished.

In the appendices a number of specific points requiring
further discussion are outlined and it is important that
these be pursued. In some cases this follow-up will be
for purposes of clarification of the specific functions in
order to ensure that the interface between branches is
clear. In other cases the Transitional Management Committee
has disagreed with submissions. In these cases discussions
would be useful to clarify the reasons for disagreements and
to resolve them if possible.

Once senior management has confirmed the functional responsi-
bilities of each branch, a final approved functional list

should be prepared.   This list should include a narrative
on the role of each specific entity and its interface with
other branches. It is suggested that a target date of
October 31 might be reasonable for this activity to be com-
pleted.   This listing of detailed functions for every
organizational element in Headquarters should receive wide
distribution both within Headquarters and the field. It will
show,as of a specific point in time, the distribution of
functions and interrelationships within the Indian and Eskimo
Affairs Program Headquarters.

An immediate priority for the Transitional Management Com-
mittee will be to prepare a list of all recommendations con-
tained in this report and obtain decisions and direction from
senior management on the disposition of these proposals.

To facilitate and ensure that appropriate follow-through
occurs, it is important that comprehensive action plans, both
on a Program-wide scale and by branch, be developed out-
lining the specific steps and phasing required to implement
the changes approved.   Some of the major points which should
be included were identified during the functional analysis
process and are discussed below.

B.   Program-wide Action Plans

In addition to completing the functional analysis process
and ensuring the compilation and distribution of an approved
functional list for each branch, the Transitional Management
Committee should develop a Program-wide action plan in-
corporating guidelines and target dates for the development
of appropriate branch plans. It should also provide for
appropriate disposition of all approved decisions and iden-
tification of areas or individuals responsible for their
implementation. The plan may also include additional points
which cross branch lines.

For example, it is necessary to reconsider the composition
of a variety of Program committees. The majority of these
will probably not be affected by the organizational change,
but some will require restructuring. The Transitional
Management Committee suggests that an individual be assigned
to compile a list of existing committees and their roles, and
to make recommendations on their membership (and perhaps also
on the continued need for them).

As a result of the functional analysis, some specific pro-
posals have been given only qualified support by the Trans-
itional Management Committee. In these areas the Committee
considered that some units or decisions should be evaluated
after a reasonable period of time and further decisions made
as appropriate. Examples would include the planned Moni-
toring and Program Audit Division within Local Government,
the role of the Planning Advisor (also in that Branch), and
the status of the Counselling Unit. The broad Program action
plan should incorporate schedules for these evaluations and
assign responsibility to ensure follow-up action.

C. Branch Action Plans

Equally as important as the overall Program-wide action plan
are those for individual branches which will ensure a smooth
change-over into the revised structure. These plans should
be submitted to the Transitional Manager to ensure consis-
tency and appropriateness and to permit monitoring of the
change process. Such plans should be based to a considerable
extent on the recommendations contained in this report and
on management's reaction to them.

A major point which should be covered in all branch plans
is the interrelationship with other areas and the steps
necessary to ensure continuity and a minimum of disruption.
Specifically the implications for and interrelationships
with Regions will require close attention.

During the functional analysis process a number of specific projects and assignments such as participation on various committees were identified by branches. These are not generally reflected in the functional listings which tend to show ongoing responsibilities. It is therefore important that, as part of the branch action plans, project lists are developed to ensure that all projects and specific assignments are either included, transferred elsewhere or consciously and deliberately deleted.

The action plans developed by Program Personnel and Finance and Management would be of particular importance in terms of a service role in facilitating implementation of the changes as well as changes within those branches themselves.

Several areas of Personnel Administration will be affected by the reorganization of Headquarters. Job description writing, a responsibility of line management, will be of major importance and some steps should be taken to ensure that resources are available to assist in this exercise. The increased volume of classification actions will place a heavy workload on Personnel.

Staff placement will also be of importance, not just in terms of promotional competitions, but also in the sense of ensuring that staff placement into positions within the revised structure is done with the utmost degree of fairness and the appearance of fairness to all. In cases where there are more employees than positions at a particular level a proper reivew including interviews, if necessary, should take place to ensure that all are equally considered. Competitions would be held in all cases where promotions would be involved.

Specific and special efforts would be required to resolve
the remaining situations. These include the staffing of
positions requiring specialist expertise from outside
the Department, and the placement of individuals who have
not previously been assigned. The counselling role will
obviously be important to ensure that individuals are
considered in terms of their expressed areas of interest.

Considering the extent of internal redistribution of man-
years at Headquarters and changing roles brought about by
continued decentralization, it is apparent that training
and reorientation of some staff will be required. Specific
requirements should be identified in branch action plans
and coordinated by Personnel.

The Finance and Management Branch will also face an added
workload to ensure budget allocations and charges are
assigned to appropriate areas. In this regard, it is
essential that a continued effort be made to ensure the
coding manual is updated in terms of the revised organi-
zation by April 1978.

A second critical area is that of man-year allocations and
control. Priority should be given to ensure that all
necessary changes are recorded and updated reports are
prepared reflecting the new structure.

D. Constraints and Conditions

One of the key thrusts leading to this organizational change
was the continuation of the process of decentralization and
more particularly, the decentralization of program develop-

ment to the field. A number of branch submissions, while supporting the objective of this change, also highlighted and emphasized particular constraints and conditions which would inhibit the achievement of the above goal. These factors are listed below.

1. It is important that a clear statement of functions, responsibilities and interrelationships be developed in some detail as they relate to the Regional and Headquarters organizations.

2. The necessary training or reorientation must be carried out both at Headquarters and in the field.

3. Where necessary, manuals containing policies, directives, applicable legal opinions and other relevant information must be developed and distributed to appropriate field officers to ensure that the tools are available in the locations where activities will be carried out.

4. The necessary financial and personnel resources, both in terms of quantity and quality, must be available.

In some cases the above requirements are obvious; in others, such as the decentralization of program development, they may be less so. As decentralization of program development is one of the main objectives of this change process, it is important that Regions have the capacity available to perform this role. The anticipated reduction in Headquarters is based on the assumption that the Headquarters role will become more of a coordination and cross-fertilization responsibility with specific proposals being developed by Regions for national consideration when appropriate.

E. Communications

Throughout the process of developing and considering organizational changes a high priority has been given to communications with employees. While further comments will be included in a separate report which will cover an evaluation of the process, it is evident that the attempts of the Transitional Management Committee and of management in this regard achieved a mixed success.

In July staff meetings were held with some branches, particularly those proposed to be amalgamated, in order to outline what was anticipated, to describe the process of the review, and to respond to questions and staff concerns. At those meetings the Transitional Management Committee committed itself to holding follow-up meetings across the entire Headquarters structure in the fall when a more complete picture could be drawn regarding the proposed revised structure, anticipated timing and implementation plans. These meetings should be held with all staff late in September or early October, perhaps on a branch by branch basis.

These meetings are not however, seen as the only nor even as the prime means of communication with employees. This role is considered an essential part of every manager's responsibilities. Directors General and Directors are strongly encouraged to meet with their staff (if they are not already doing so) in order to outline the proposed changes on a broad scale and more specifically, the implications for their particular segment of the organization. Directors should continue this process of communication, not just at this point in the organizational transition, but on an ongoing basis.

Meetings with representatives of the three unions involved have been held and will be continued in September and later as required.

In addition, staff bulletins, which have been issued regularly since the beginning of the transitional process, will be continued. It is anticipated that the frequency of bulletins may increase for a period of time this fall and then decrease as the need for them reduces.

It is expected that during the coming months the requirement for individual staff counselling may increase. It is considered essential that such counselling not only be available, but be seen to be available and that staff are encouraged to take advantage of all resources in this regard. Managers can play a strong role in helping employees to identify their interests, their potential and possible new or continued assignments. Employees with interests outside the Departmental Headquarters, either in other departments or in the field, should be assisted to ensure their aspirations are considered.

F. Continuity

The Transitional Management Committee has provided a focus and an overview to the entire process of change across the Headquarters structure. It was also in a position to assess branch submissions and determine if the intent of the changes as identified by senior management was reflected. It is considered essential that there be continuity in the future to ensure appropriate follow-through from this report.

There are a number of items (some of which are mentioned above) which require additional action by the Transitional Management Committee to complete this phase of the restructuring. The Transitional Manager will be responsible for changes as they occur. He will review branch and Program action plans to ensure that they are in keeping with the intent of the changes and are consistent with approved recommendations.

It is evident that some changes to the action plans will occur over time with respect to the proposed organization structure, the distribution of functions and the planned emphasis. However, it is important that any significant deviations from this analysis and from the intent of the approved recommendations be done consciously and not in isolation by an individual, branch or larger group.

SECTION X : LONG-TERM RECOMMENDATIONS AND OBSERVATIONS

A. Program Support

In the background paper provided to the Transitional
Management Committee by the Assistant Deputy Minister,
the philosophy of the organization and of its various
units was outlined. Specifically it refers to a program
support group which would contain expertise in each of
the subject areas in support of Regional and local of-
fices. It was to have been *"structured on a system of
working groups chaired by an officer for specific
periods of time relating to the task assigned"*. The
paper went on to comment that officers would adopt a
more generalist approach rather than the traditional
specialist approach.

Based on a review of relevant background information, on
meetings and conversation, and on personal observations and
experiences, the Transitional Management Committee noted
that the intent of Program Support was not unlike the in-
tent behind the planned approach in Program Development
contemplated at the time of the last organizational change.
It had been intended that the three pipe system would, at
least in Program Development, be broken down and indivi-
duals would be assigned to matrix or working groups com-
prising a mixture of specialized backgrounds and dealing
with specific problems.

In practice, this approach has not been achieved in Pro-
gram Development. That is not to say, however, that
attempts were not made at various times over the last 18
months to apply this pattern. A number of reasons can
be cited for the failure of these attempts to reach
potential.

The resistance to breaking down concentrations of pro-
fessional expertise is of particular relevance now. It
is much easier for individuals to continue functioning
in the area they know best rather than providing input into
what is so often regarded as someone else's project. It
is also human nature for an individual to respond primarily
to the requirements of his immediate supervisor. When the
organization is structured on a professional and subject
matter basis, it is likely that these are the priorities
of the branch's management. Project work teams cutting
across subject lines therefore tend to be regarded as
"added on" responsibilities which rank after the *"main"*
functions. This would apply everywhere except to the
project area assigned the key or lead role. The project
then becomes their subject priority, and as such re-
ceives attention.   Again the results are subject oriented
and the designated area tends to give a higher priority
to completion of the projects than to obtaining involve-
ment from other areas.

The Program Support Group, as it is proposed to be struc-
tured, carries with it the same professional branches
and therefore the same potential to frustrate the in-
tention of establishing problem or issue oriented work
groups. Good intentions are not sufficient to bring
to reality a change of approach to working relation-
ships. A parallel may be found in the rationale for
establishing Program Development itself. The intention
had always existed to devote some resources to issues,
long-term problems and broad program development, but
everyday firefighting took precedence.   This situation
led directly to the establishment of a Program Develop-
ment Branch designed to isolate this role and alter a
tendency to get absorbed in day-to-day matters.

It may be necessary to apply the same sort of shock
treatment in order to ensure that professionals give
priority to interdisciplinary problems as well as to
those in their own subject areas. In this light the
Transitional Management Committee recommends that close
consideration be given in the coming months to a divi-
sion of Program Support responsibilities on a functional
basis rather than by subject areas. Such a breakdown
might include the following:

- monitoring and standards
- planning and priorities
- field advisory and support services.

Within this structure the particular areas of expertise
would continue to be represented in each of these branches.
As well, one individual could be designated for each area
of expertise and as such would be responsible for intra-
professional coordination, leadership and communication.

The planned structure of Program Support by subject
branches may then be considered as an interim measure
only. As a phase-in to the type of functional organi-
zation described, consideration should be given to de-
veloping functional divisions within each of the subject
branches. Economic Development has already proposed a
structure along this line and Local Government a hybrid
mixture of subject and functional divisions. Education
has remained specialist. Once all branches are organized
along functional lines similar functions could be com-
bined in a later stage. It is suggested that, without
this sort of breakdown within Program Support, history
will repeat itself and we will remain with three separate
and distinct branches each *"doing their own thing"* in a
manner which would be inconsistent in terms of the re-
vised Headquarters role.

B. Education and Cultural Support Submission

Regardless of the final decision concerning the re-
commendations and observations made regarding the Pro-
gram Support structure, the Transitional Management
Committee recommends that a further close look be taken
at the Education and Cultural Support functions and
their planned distribution within that Branch.

The submission received reflected a highly specialist
orientation. It appeared that a specialist was included
at Headquarters to cover almost every function performed
by Education in the field. Not only does the Transitional
Management Committee consider this approach to be incon-
sistent with the philosophy outlined and direction re-
ceived, but it also questions whether this is the type
of support required and desired by the field operating
units. The Committee also observed that the proposed
organization appeared to be designed around individuals
and that the functions which could disappear, be amalga-
mated, or transferred, related very closely to individual
career plans and aspirations.

In the light of both of the above comments on the Education
submission, the Committee recommends that further discus-
sions be held with managers of Program Support and Edu-
cation and Cultural Support Branch as well as with
Regional Directors General. The functions required
to be performed by this Branch should be re-analyzed and
a revised proposal submitted.

C. Reserves and Trusts

The establishment of Reserves and Trusts highlights the
trust and statutory responsibilities of the Minister.
The present Lands and Membership Branch will constitute
the core of this group with a number of other functions
being transferred to it.

The decentralization process, begun in recent years, will continue and the role of Headquarters will, as with other branches, be changing.   The Transitional Management Committee recommends that during the latter part of the transitional period, further consideration be given to changing the divisional structure within Reserves and Trusts. Specifically, the Committee recommends that a division along functional lines be examined to determine its appropriateness in this subject area (e.g. field support, registry, research).

D. Monitoring Function

One area which, like program development in the past, tends to get buried in other duties and thus neglected, is the regular ongoing monitoring role which ensures adherence to program and performance standards negotiated with Treasury Board.   This role is distinct from and complementary to concrete financial controls and overall program evaluation. It is a natural function for Headquarters to fulfill following decentralization of day-to-day operating matters to Regions. This sort of a role should be of invaluable assistance to the field in terms of identifying ambiguities and inconsistencies and as a training tool.

It is essential that information bases be consistent in order for Headquarters to perform its advisory role to senior management and the Minister, in order to provide appropriate information for Treasury Board and Parliament, and to support Regional requests for appropriate resource allotments. To ensure such consistency, a monitoring function must be performed.   The performance of this

function at Headquarters would be supplementary and
complementary to an internal monitoring role at the
Regional level.

As the organization is currently structured, the moni-
toring role is frequently combined with the advisory
role. This close relationship may make it difficult
for Headquarters and Regional staff to distinguish
between these functional roles on specific occasions.
Separate branches or divisions reflecting these differ-
ing functions might be preferable.

E. Change Process

One of the reasons for the Headquarters restructuring
was to reduce the number of separate units thus mini-
mizing fragmentation and duplication of responsibilities.
The elimination of several units and their consolidation
into seven main groups does not imply a reduction of
their priority and importance.   A variety of other
management tools are available to achieve program ob-
jectives.   These include:

- the objective-setting process itself;
- the identification of major thrusts
  within the Department;
- the establishment of advisory committees;
- the allocation of man-years.

Some branches will continue as separate entities for a
transitional period of time after which means
other than organizational structure will be utilized
to achieve objectives. Employees should be aware that
some of the interim structural arrangements may be of
a short-term nature and that further changes will evolve
over a period of time. It is expected that organizational
relationships will adapt in response to the changing
environment.

The establishment of a Transitional Management Committee
and the phasing of the changes over an 18-month period
should illustrate to all staff the more evolutionary
nature of this organizational change.   This approach to
change is more appropriate in a "*future shock*" era.   It
is suggested that the capacity of the Indian and Eskimo
Affairs Program to absorb major shock wave changes on
a two or three year frequency has been stretched to the
limit and more gradual evolutionary changes should be
emphasized in future.

The monitoring role of overseeing changes and other re-
visions in the organization is important, not just during
the first three or four months but over the full 18-month
transitional period.   Deviations from the paths outlined
in this report and in subsequent action plans developed
should be closely examined.   That is not to say that no
changes from the plan would be appropriate.   Obviously
there would be a need to continue to adapt in future. The
Transitional Manager will be in a position to question
consistency with the original intentions and arrive at a
conscious decision to maintain or revise the action plans.
For the longer term the Staffing Review Committee would
be an appropriate vehicle to assume this role on a con-
tinuing basis.

There is a tendency on the part of a large number of managers
and staff to suggest and recommend organizational changes
as a solution to problems.   As has been emphasized above,
there are a variety of other tools available for use in
overcoming these difficulties.   Management should play a
major role in ensuring that changes are not automatically
made merely because problems are identified.   Rather the

problems themselves should be brought to light and dis-
cussed, and other means to resolve them assessed with
proposed organizational changes being an alternative. A
conscious choice could then be made as to the most ap-
propriate means of eliminating these problems.

Throughout the life of the Transitional Management Com-
mittee a number of facetious remarks have been made
suggesting the establishment of a permanent Transitional
Committee. In the light of the above description of
organizational change, such comments now appear worthy of
more serious consideration. The Transitional Management
Committee can foresee an augmented Staffing Review
Committee providing the continuity for a monitoring and
organizational review role.

It is strongly recommended that this role not be per-
formed by a separate organizational unit which could be
handicapped by a lack of in-depth program exposure on a
regular basis. In addition it would not be sufficiently
flexible to adapt to changes in emphasis required to carry
out this role.

A revised Staffing Review Committee would therefore be
a more appropriate vehicle. It would continue to be
staffed on a part-time basis and have cross-program
representation. This need not mean one individual per
branch but more likely a small committee of three to
five individuals selected for their potential personal
contribution. Program Personnel would be represented on
this committee as a matter of course. In addition, it
is recommended that the committee include at least one
Director General and report on a regular basis to the
Assistant Deputy Minister.

Implementation of the recommendations in this section
would alter the pattern of change within the Program
from a series of shock waves to a continuum.

PROGRAM SUPPORT

The main implication of the current restructuring of the
Headquarters organization is a strengthening of the
Regional support role.   This is accomplished through
the continuation of the process of decentralization
(particularly of program development) and the amalga-
mation of residual responsibilities of the main ele-
ments of Program Development and Operations into the
Program Support Group.

The emphasis of this Group is on the support role, mainly
to Regions.   This should enable the latter in turn to
strengthen their support and responsiveness to the desires
and aspirations of Indian people. With regard to this
Regional support role, Program Support would develop
systems and provide an information exchange, ensure feed-
back from monitoring systems to assist Regions in program
implementation, and undertake a coordination and leader-
ship role to ensure sharing of experiences, guidance,
assistance and development as required.

The other focus of Program Support activities is support
to Headquarters senior management to enable a greater
responsiveness and effectiveness in the Ottawa structure.
The main aspects of this role would be development of
national programs, guidelines, goals, priorities and
standards; coordination of information and development
of systems; liaison and coordination with the National
Indian Brotherhood, other Indian associations and
Regional offices; and monitoring and assessment of
programs.

It is intended that although there would be concentrations
of expertise in subject areas within Program Support, this
Group would mainly function on a generalist basis.   Staff

would work in a system of working groups containing
appropriate expertise from different areas. These
groups would focus attention on solutions to specific
problems and issues, rather than on the more traditional
management of specialist programs.

In keeping with the intention to achieve change on a
gradual basis, Program Support is being organized, in
the interim phase, on the traditional branch structure.
The Transitional Management Committee has recommended
that further consideration be given to the structure and
specifically that a functional breakdown might be ap-
propriate in the long run. Specific comments related to
each of the proposed Branches to be contained within
Program Support follow in the remainder of this Appendix.

I. LOCAL GOVERNMENT

A. Broad Role and Main Functions

Most activities of Local Government are, by definition,
primarily of a local nature or concern. Consequently,
this Branch has already achieved a highly decentralized
state. It is mainly in the area of program development
that further decentralization can occur. The remaining
responsibilities, as described above in general terms
for Program Support as a whole, would be carried out in
terms of activities related to band government, social
development and community housing and facilities.

The Branch submission proposes an organizational mixture
of subject and functional divisions. It shows three
subject divisions covering the above-mentioned fields
plus a planning advisor and a Monitoring and Program
Audit Division. The establishment of this latter
Division reflects the changing role in Headquarters
and also the fact that this responsibility, although not

a new one, had not been given sufficient priority within subject areas. This Division is seen as being a support to the other subject Divisions which are themselves in a support role vis-à-vis the Regions and senior Headquarters management.

The tentative designation of the older title of Community Affairs as the name of this Branch seemed to imply to the Branch Committee a more restricted role than has been the case to date; specifically it seemed to eliminate the inter-branch coordination aspects. As no single unit appeared to have been assigned the comprehensive responsibility for promoting local government, the Branch Committee was concerned that the apparent diffusion of this responsibility would result in a loss of focus and reduced effectiveness.

B.   Transitional Management Committee Analysis

1.   Overview Comments

There is naturally an interrelationship between all the various segments of the Indian and Eskimo Affairs Program. This cross-coordination role has more than usual significance in this case as almost all activities have connotations and aspects related to on-reserve local government. The Transitional Management Committee agrees with the Branch that this role should continue to be its responsibility. For this reason, the Branch should therefore retain the Local Government title to reflect the broader nature of its responsibilities.

The submission from Local Government accurately reflects the Transitional Management Committee's concept of its role and responsibilities as well as the interrelationships with other areas. The Transitional Management Committee supports the proposed divisional breakdown and recommends that consideration be given in the latter stages of the transitional period to continuing the evolution along functional lines. Specifically it recommends that after a reasonable period of operation, an evaluation be made of the effectiveness of the

Monitoring and Program Audit Division.

The Transitional Management Committee recognizes that
the functions related to planning are primarily Regional
ones. It accepts the need for an advocacy role at
Headquarters; however it recommends that the effective-
ness of this role, like that of monitoring, be evaluated
during the transitional period and the need for its
continuation be determined.

2. Consistency

The submission in general is consistent with the direction
and philosophy intended for Program Support. A noteworthy
exception is the description of Community Housing and
Facilities functions which has a different tone from the
rest of the submission.. This section does not appear
to reflect Regional responsibilities for operational
matters and, to a lesser extent, program development input.

Specifically, the submission describes certain functions
which relate to eliciting support for Community Housing
and Facilities programs and to representing the Depart-
ment at meetings with a variety of officials. These
appear to be basically within a Region's jurisdiction.
There would be some Headquarters involvement regarding
national issues, however this distinction is not evident
in the Branch's submission. In a similar fashion the
submission proposes that Headquarters ensure that
housing and community facilities operations carried out
by bands or other organizations meet Departmental re-
quirements in terms of policy planning and objectives.
This does not appear to reflect flexibility for Regions
and Bands to adapt the Program within national parameters
to meet local needs.

3. Overlap

There appears to be an internal overlap in the wording
of functions within both Housing and Social Development
in that they do not reflect the support role to be played
by the proposed Monitoring and Program Audit Division.
Prior to final approval of the functional list, the role
of this Division as a coordinator of Branch information
needs and a monitor of MIS outputs should be clarified.

A function listed for Band Government includes assessment
and determination of appropriate responses to new proposals
prepared by individuals, bands, Indian Associations, etc.
The prime role for this would evidently be in the field.
Headquarters would become involved in those proposals which
are likely to affect more than one Region or are experi-
mental in nature with learning benefits for other areas.
This function should be reworded to reflect this Head-
quarters role.

4. Transfers

a. Program Development will be further decentralized
   with a coordination and leadership role remaining
   at Headquarters.   This may on occasion involve
   some direct development activity.   The main diffe-
   rence from the present would be that Regions, in-
   stead of reacting to proposals developed in Head-
   quarters, would be responsible for developing pro-
   posals and then working with Headquarters, other
   Regions, Associations and bands to assess, evaluate,
   consolidate and develop them into a submission for
   approval.

b. The Branch submission lists the trust elements of
   Local Government which will be transferred to
   Reserves and Trusts.   These include the following

functions:

- band funds: providing advice and guidance to regions, monitoring and reviewing Regional management of trust funds;

- treaties: providing advice, guidance and some research facilities to Regions regarding the administration of treaty obligations and monitoring and reviewing Regional management of these obligations;

- trust funds (savings): management of funds held in trust accounts;

- by-laws: supplying advice, guidance and monitoring, recording and registering;
  (The advice and guidance functions of Reserves and Trusts with respect to by-laws relate primarily to procedure, format, registration and the requirements of the Statutory Instruments Act. The prime advisory role concerning development of by-laws will remain with Local Government. Input from Reserves and Trusts would be beneficial.)

- elections: advice, guidance and monitoring of elections and administration of election appeals;
  (Coordination of proposed amendments to election regulations would remain the responsibility of Band Government but input from Reserves and Trusts would be essential.)

- other: supplying advice and guidance on liquor referenda and monitoring the processing of appeals, processing appointments for electoral officers, Commissioners for Oaths and other duties of a like nature.

c. Development of general policy guidelines related to specific questions should be transferred to PRE. Program Support would continue to provide input and assistance as well as retaining responsibility for the application of these guidelines in specific cases.

d. Local Government Program Development has been working with PRE to resolve issues related to splinter groups breaking away from bands and reserves. This reponsibility would seem to fall under the mandate of Special Projects and should be transferred to that area.

e. There are a number of activities related to environ-
mental issues which are being performed in Local
Government. Those issues concerning actions and
activities on-reserve should remain the responsibility
of the Local Government Branch. Responsibility for
such issues emanating from activities taking place
off-reserve should be transferred to Reserves and
Trusts, the recommended location for the proposed
Environmental Secretariat. Responsibility for direct
action, as well as input during other stages, would
remain with the operational areas, specifically
Regions and Program Support. Current issues of
concern include mercury, radiation, sulphur clean-
up, fluoride, McKenzie River Basin study and pipelines.

f. The above functions are all recommended transfers out
of Local Government. One transfer being recommended into
Local Government is the coordination and monitoring of
the Band Work Process. This responsibility should
remain with the Employment Programs Branch until such
time as the functions of this Branch are reabsorbed in
other areas of Program Support (in approximately 12
months).

5. Man-years

The combined total of man-years allocated to the three
existing Branches is 44. The Branch submission proposes
a total allotment of 33 man-years at the end of the trans-
itional period. This is based on the decentralization of
the majority of program development activities for Local
Government as a whole, as well as the completion of the
current intensive program development role in Housing.
Based on its analysis the Transitional Management Committee
considers that an allotment of 30 man-years by the end of
the transitional period would be appropriate.

C. Implementation

The estimated reduction in man-years and the description
of the Headquarters functions assumes a lead role for pro-
gram development in the field. The Branch Committee fully
supports this decentralization. It does however note
that, in the past, field participation has been handi-
capped by the necessity to carry both operational and de-
velopmental responsibilities. The day-to-day fire-
fighting role of the former tends to take precedence over
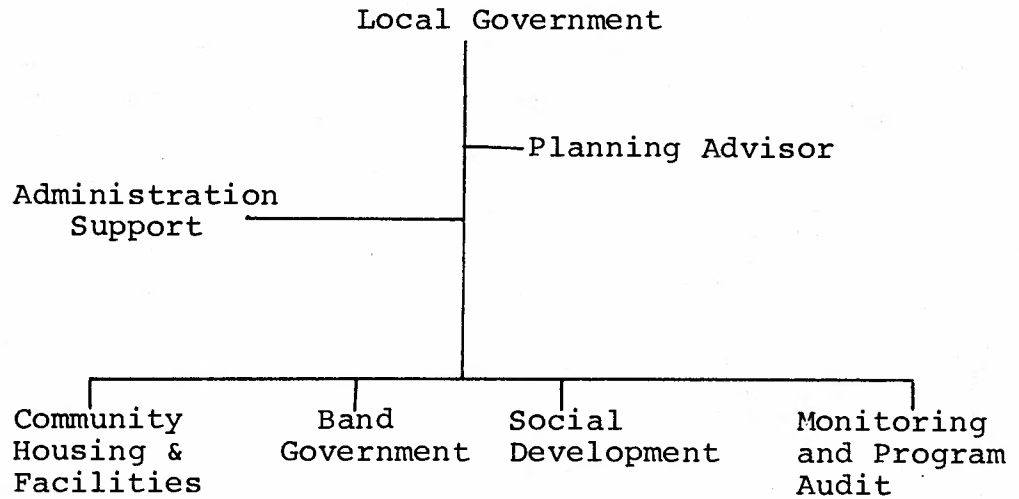longer range developmental activities.

The Committee submits, and the Transitional Management
Committee supports, that if the necessary change in role
at Headquarters from direct development to Regional support
is to be achieved this problem must be overcome. Both the
Branch and the Transitional Management Committees there-
fore recommend that Regions identify and provide for a
program development capacity.

The Branch submission was developed by a joint committee
consisting of Local Government Operations, Local Govern-
ment Program Development and Community Housing and Fa-
cilities. It was agreed by the Committee that eventually
these separate Branches should be amalgamated into one
Local Government Branch. The Committee did not reach a
consensus on the recommended timing of this re-integra-
tion. The main reasons for the continued existence of
Housing as a separate entity relate to the Cabinet policy
and the need for development of delivery systems and
guidelines as well as training staff in their use.

The Transitional Management Committee concurs with the
view that such re-integration of Housing and Local Govern-
ment should be delayed for an interim period. The Com-
mittee considers the amalgamation of these Branches would
be appropriate in the fall of 1978 as sufficient progress
would likely have been made in achieving the above ob-

jectives. The current recruitment of Regional Housing
Officers should facilitate this progress.

D. Organization Chart

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                        Local Government
                               |
                               |
                               |──Planning Advisor
        Administration         |
           Support   ──────────|
                               |
                               |
        ┌──────────────┬───────┴───────┬──────────────┐
    Community        Band          Social        Monitoring
    Housing &      Government     Development     and Program
    Facilities                                     Audit
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II. <u>ECONOMIC DEVELOPMENT</u>

A. <u>Broad Role and Main Functions</u>

As one of the major elements of Program Support, the
main thrust of this Branch will be that of support both
to field staff and to senior management with respect to
economic development activities.   Several major tasks
must be completed by the end of the transitional period
to allow the Branch to fulfill its responsibilities.

The first step is to review all of the ongoing economic
development projects and to complete the stabilization
program.   At the same time, systems must be developed
in order to establish a complete operational framework
for economic development activities across the program.
The second phase of this operational improvement process,
(scheduled to commence in about nine months), is the
implementation of systems (including one for management
information), and the identification and coordination of
priorities, budgetary adjustments and program gaps.   The
achievement of these objectives by approximately April 1979
will result in a more compact Branch at Headquarters.   The
Branch submission described its main responsibilities at
that time as being:
1. planning and coordination,
2. monitoring and systems, and
3. the provision of support to field staff
   and to senior management at Headquarters.

B. <u>Organization</u>

At the beginning of the transitional period, the two
Branches of Economic Development, namely Operations and
Program Development, will mesh into one and the present
Divisions will be reduced by one to a total of four.
Three of these Divisions will concentrate on the major
responsibilities as highlighted above.   The fourth will

continue to carry out the current functions of the Loan
Fund Division. At about the mid-point of the transitional
period, it is anticipated that this latter Division will
not be required in its present form and those functions
related to monitoring and evaluation of Regional loan
administration will be absorbed by the Management Systems
Division. (See organization chart at the conclusion of
this section.) Other major functions will for the most
part be carried out in the field because of increased
delegation levels.

By the end of the transitional period, the Economic
Development Branch will have been restructured along
the lines indicated for Program Support. That is, the
Divisions within the Branch will reflect the change to
a functional organization within which working groups will
be formed to solve specific management problems. This
is in contrast to the present structure which consists
largely of specialists in particular subject areas.

C. Implementation

The effect of the implementation of the recommendations
in this report will be a reduction of 20 in the man-year
requirements of this Branch by the end of the transitional
period. In order to maintain and improve the quality of
work, while simultaneously achieving this man-year
reduction, a number of developments should take place:

1. new standards and systems need to be fully
   operational at the field level;

2. Regional authorities for project and loan
   approvals should be increased to the same
   levels as exist at Headquarters;

3. the financial accounting function of the I.E.D.F., performed by Finance and Management, needs to be strengthened.

In addition, the Transitional Management Committee agrees with the proposals contained in the Branch submission with respect to the transfer of several functions to more appropriate areas:

1. the lead role for the development of programs to Regions (with Headquarters retaining a residual coordination role as well as responsibility for developing national programs, processes and guidelines);

2. the development of formal socio-economic policy to Policy, Research and Evaluation;

3. the development of national arts and crafts programs to an Indian organization; and

4. the recording of trusts and statutory responsibilities to Reserves and Trusts.

D. Comments on Branch Submission

The Transitional Management Committee considers that the functions of the revised Economic Development Branch as proposed by the Branch Committee are to a large extent consistent with the basic rationale of the reorganization. On the other hand, an overview of the Branch submission leaves the impression that the Branch does not adequately reflect the philosophy that the prime role of the Program Support Group is to support field staff and not only senior management at Headquarters. It is important that this Branch review and revise its objectives to recognize more clearly the high priority which should be given to Regional support.

The proposed groups and levels for the revised organization do not appear appropriate to the Transitional Management Committee. The Branch submission indicates that the Director should be at the SX 1 level and that this position would be supported by twelve additional CO 4s and CO 3s (SPAs). At the other extreme a need was identified for only one employee in the CR group. The Transitional Management Committee considers that the Branch Director should be in the CO group and that only six other SPAs should be required to carry out adequately the responsibilities of the Branch. On the other hand, it estimates a need for 3 - 4 CRs given a workload including the compilation and provision of information, including input into the Program MIS and the processing of Treasury Board Submissions.
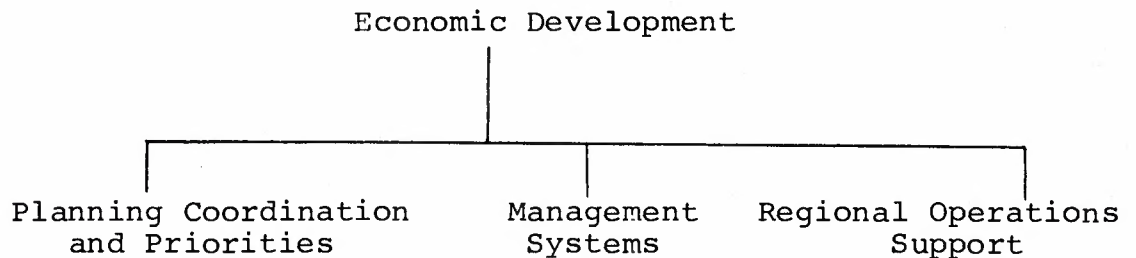
The Branch submission referred to several functions which the Transitional Management Committee considers merit further analysis.

1. The identification of training needs for Indian entrepreneurs would appear to be a Regional responsibility.

2. Functions dealing with the budget and financial planning processes (now in Management Systems) seem to have much in common with those of Planning, Coordination and Priorities and should perhaps become the responsibility of this Division.

3. It appears appropriate for Regional Operations Support to define its information requirements and to analyze systems outputs; however Management Systems may be the more suitable area for coordinating the development of and monitoring a computerized project information system.

4. The workload involved in reviewing project and loan
   submissions and preparing comprehensive reports,
   including recommendations, to the ADM should be
   reduced by the end of the transitional period as
   Regional approval authorities are expected to be
   at the same levels as those at Headquarters.

In approximately 12 months it is anticipated that the
Employment Programs Branch, which had been created to
provide a focus to this area, will have achieved its
objectives. At that time, it would be appropriate to
re-integrate Headquarters functions of this Branch into
the main elements of the Program Support Group. With
the exception of the band work process, which relates
to band government responsibilities and vocational
training activities which should return to Education,
major functions which are not decentralized to the
field, should be undertaken by an employment oriented
unit in the Regional Operations Support Division.

E. Organization Chart

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                    Economic Development
                            |
        ┌───────────────────┼────────────────────────┐
        |                    |                        |
Planning Coordination    Management          Regional Operations
   and Priorities          Systems                 Support
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III. EDUCATION AND CULTURAL SUPPORT

A. Broad Role and Main Functions

The main objectives of Education and Cultural Support are
to assist Indian people in strengthening their cultural
identity, and thereby promote educational activities which
are Indian in structure, design and objective.

The Education and Cultural Support Branch submission de-
scribes its responsibility in pursuit of these goals as a
professional leadership role in the planning, delivery and
evaluation of the education which Indians are receiving.
In keeping with this role concept as a supplier of resources
the submission lists four specific concerns of the Head-
quarters Branch:
  (a) the quality and content of Indian education;
  (b) its creative implementation;
  (c) assessing the impact and value of programs; and
  (d) initiating changes where necessary.

The submission goes on to outline a Headquarters support
role which is similar to the general one described above
for the entire Program Support Group. The specific com-
ponents in which this role is performed include in-school
education, continuing education, cultural programs and
cultural/education centres. In addition a fifth admini-
stration section is envisaged in the submission.

B. Transitional Management Committee Analysis

1. Overview

The Transitional Management Committee, in its analysis of
this submission, noted a significant difference in tone
from the majority of other submissions and from the broad
direction and philosopy of the program as enunciated by
senior management. The anticipated role for Program Support
emphasized a generalist approach with a concept of working

groups containing varied expertise and concentrating on
problems or issues in support of Regional activities. This
generalist orientation of Headquarters functions would
leave the majority of specialist functions to the field.

The Education and Cultural Support proposal does not appear
to reflect this concept; in fact there seems to be pro-
vision for a specialist in most of the education functions
performed in the field. This is illustrated by the pro-
posal for positions in a number of areas; for example
Cultural Development, Cultural Enrichment, Adult and
Community Education, Early Childhood Education. If the
prime responsibility for the quality of education, in-
cluding program development activities, is to be located
in the field, the Headquarters role then becomes one of
monitoring, coordination and assistance.

Headquarters could play a strong role in compiling and main-
taining an inventory of sources of expertise, resource
materials and avenues which could be tapped on an as required
basis by Regions. If specialists are located in the field
in these various activities such as continuing education,
Headquarters could play a strong role in ensuring a cross-
fertilization and coordination of activities and ensuring
the maximum use of the specialists within the Regions without
necessarily requiring full-time counterpart specialists at
Headquarters.

In a similar way this submission does not reflect the prime
Band and Regional responsibility for the planning and delivery
of educational and cultural programs. This Regional role
would include responsibility and accountability for the
quality of such programs. If specialist services within the
Department were inadequate to ensure this quality, it would
be the Region's role to ensure that such assistance was ob-
tained as required. The Education and Cultural Support
submission does not reflect this concept of a Regional lead

role in operational and program development matters.

The Transitional Management Committee also observed that
the proposal appear to be based more on the abilities and
specific career intentions of individuals than on an
analysis of what functions should be retained at Headquarters
following a phased implementation period.   For example
man-years appear to be released in those cases where indi-
viduals are planning on retirement or have requested trans-
fers rather than because the functions appear to be more
appropriate elsewhere. Individuals must be considered but
planning an organization for the future should not be designed
around the individuals in place today. Any disparity between
the organization plan and the numbers and skills of indivi-
duals working in that area can be resolved by a phased im-
plementation of retraining, voluntary transfer, attrition
and by a variety of other methods.

In performing the analysis of the Education submission the
Transitional Management Committee encountered difficulties
in clearly understanding some of the interrelationships
between various portions of the submssion. It was diffi-
cult to reconcile man-year projections with specific pro-
posals and the organizational chart provided, and to arrive
at a clear understanding of all aspects of the Education
submission. It would have been desirable to have had the
opportunity and the time for further discussions with Edu-
cation management to clarify their views and intentions
on broad aspects of the submission as well as on a variety
of specific points.

2. Exceptions

The Education   and Cultural Support Branch observes that
the continued reporting relationship of the Ottawa Counsel-
ling Unit to Headquarters is an anomaly as it is more ap-
propriately a field function. It therefore proposes that
this function be transferred to the Ontario Region along

with the six associated man-years. The Transitional
Management Committee agrees that the Counselling Unit is
not consistent with a Headquarters role but, for a variety
of reasons including historical factors, and as well the
cross-Regional aspect of Ottawa/Hull location, it disagrees
with this proposal and recommends the Counselling Unit
continue to report to the Headquarters office. In view
of the forthcoming move of the Headquarters office to
Hull, the Committee suggests this decision could be recon-
sidered in approximately 1 year after the Counselling Unit
has functioned relatively independently for a reasonable
period of time.

An exception to the general decentralization trend is the
retention in Headquarters of Cultural Centres. The sub-
mission indicates that this program will remain centralized
at the request of Indian people. The Transitional Manage-
ment Committee considers this role to be primarily a
Regional responsibility and recommends that further con-
sideration be given to decentralizing this program.

3. Overlaps

There appears to be an internal inconsistency within the
Education submission in that responsibility for student
residences is placed in Continuing Education in the overview
description but the specific functions related to student
residences appear under the Financial Services area of
Administration. This overlap should be clarified.

A function under Cultural Programs lists the coordination
of Departmental involvement in revisions to the Indian Act.
This coordination role is more appropriately the responsi-
bility of PRE. This Division would likely have a role to play
in coordinating the education input to PRE in terms of the
revisions to the Indian Act.

A number of the specific functions listed for Education
appear to involve information exchange, coordination etc.
The Committee recommends a closer examination of these
types of functions to determine which ones, if any, could
be consolidated and coordinated perhaps through Public
Communications and Parliamentary Relations or through the
Administrative Division thus reducing overlaps and possible
duplication of services.

In the Cultural Programs area there appear to be a number
of functions related to publications, filming and other
media oriented activities. The Transitional Management
Committee specifically recommends that the production of
Tawow be transferred to Public Communications and Parlia-
mentary Relations with input on content provided from
Education and that a closer analysis be undertaken of all
the functions of the five man-year Cultural Development
Section to determine how many of these functions are being
or could be provided by Public Communications and Parlia-
mentary Relations.

4.   Transfers

The role of band training has recently been decentralized
to Regions; yet the submission shows a continuation of two
man-years until spring 1978 and one man-year continuing for
a further twelve-month period beyond that date. In view of
the decentralization this appears to the Committee to be
excessive.   There might be need for one man-year now to
ensure follow up, adequate training of those responsible
in the Regions and an initially heavy period of advice and
guidance until the role is more firmly established. After
that period it is primarily a support, monitoring and co-
ordination responsibility. These residual functions could
likely be combined with similar functions in other subject
areas if the specialist structure was not to be maintained.

The submission proposes the reassignment of a PM officer
within Headquarters but does not give any indication of
the functions being performed and their disposition once
this man-year is eliminated.

The Transitional Management Committee considers that the
functions of the curator of the Departmental art collection
are of an administrative nature and recommends their
transfer to Corporate Administration.   Should this area
be unable to undertake this responsibility,it is recommended
that Management Services of Finance and Management take on
this role.

5. Gaps

Group Homes are mentioned in the overview of Headquarters
functions, yet they do not appear in any of the detailed
functional lists.   This gap should be clarified.

6. Additional Observations

The Transitional Management Committee observed that the
head of Education, although in the EDS Group, is considered
an SX equivalent and therefore is counted in the SMC quota.
It noted that this would be inconsistent with the actual or
proposed levels of the heads of the other subject areas
and their equivalencies with Regional heads.

The Education and Cultural Support Branch proposes the es-
tablishment of a Program Coordinator not only for that
Branch but also for other branches in Program Support.   The
Transitional Management Committee in analyzing the functions
of such a Program Coordinator disagrees with this proposal
and considers that the responsibilities listed are primarily
those of the Director, the Division Chiefs and in a few
cases the Executive Assistant.

The position described as Financial Services appears to
overlap considerably with duties of the Head of Admini-
strative Services. The Committee does not feel the Branch
is of sufficient size and the likely workload great enough
to require two separate positions in this role. Some of
the functions also appear to be more appropriately manage-
ment functions, with support being required from the Ad-
ministrative Services Division. The Committee therefore
recommends that a much closer look be taken at the need
for this position. The Transitional Management Committee
further observed that the Branch appeared to be rather
strong on the administrative side with three in the Ad-
ministration Division, the Executive Assistant plus
clerical support in every division. It recommends this
requirement be reviewed.

The Transitional Management Committee found a lack of
clarity in the effect on the learning environment specialist
position of the recommended decentralization of the capital
program. The Committee was unsure if the Branch foresaw
this position being deleted in the future. An additional
point relates to Branch participation in the negotiation
and development of local control agreements. The Committee
considers these to be Regional functions and the role of
Headquarters would be more the development of guidelines for
local control agreements rather than direct participation.

C. Recommendations

For the reasons described in Part B, the Transitional
Management Committee recommends that a further review
be undertaken of the Education organization. Discussions
should be held with Education and Program Support management
to determine more fully their views and Education's role in
terms of the overall concept of the Program Support Group.
In view of the apparent inconsistencies between the philosophy
of the Headquarters generalist structure and the Education
approach, the Committee recommends that discussions be held

with Regional Directors General and their staff to obtain
their views on what sort of support field offices desire
from the Education Headquarters Branch.   Following these
discussions it is recommended that a submission be de-
veloped, which is based on an agreed philosophy, and those
functions which are appropriately Headquarters responsibi-
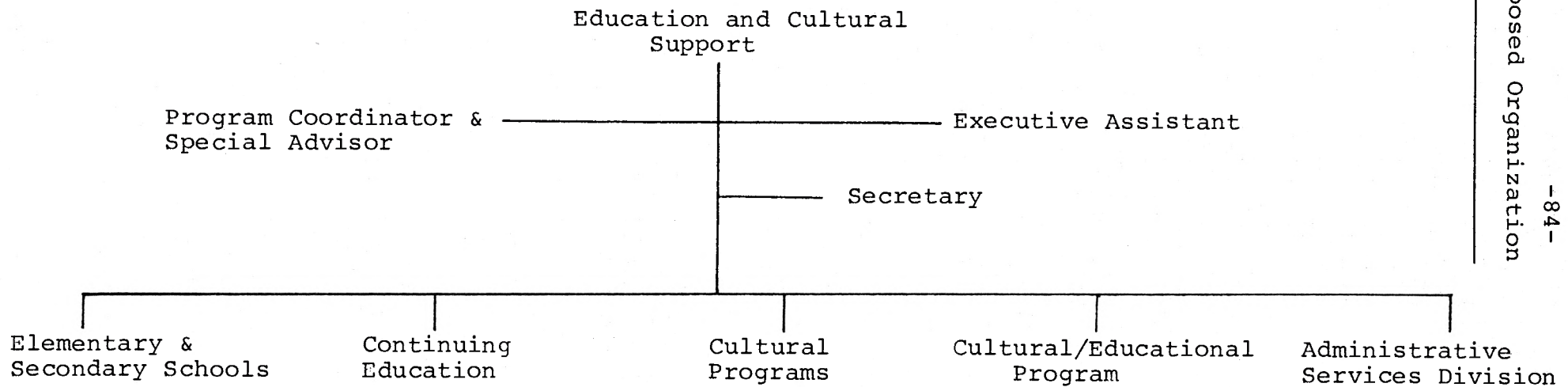lities be determined.

D.   Man-years

The Education Branch submission, as written, shows a
planned reduction of 13 man-years exclusive of the six
which remain with the Counselling Unit. To achieve this
reduction, the Branch made some proposals on the transfer
of some of these man-years to specific Regions.

It is evident that a number of man-years will be released
within Program Support due to the amalgamation of Operations
and Program Development and the decentralization of Program
Development activities; however not all of these man-years
will be available for transfer to the field as other areas
of Headquarters will be increasing. It is therefore important
that the disposition of man-years being released be looked
at in total as opposed to on an individual basis as indi-
cated in this submission.

The specialist oriented approach to organizational structure
and the associated view of strong professional leadership
from Headquarters in all specialist fields leads to, in the
opinion of the Transitional Management Committee, a greater
demand on man-years than might be achieved if a different
concept of organization were applied.

A different organizational distribution of Headquarters
functions, a greater use of other internal and external
resources through such means as secondments, contracting
out, etc., and especially a greater use of field expertise
in terms of transference of information and developments
nationally should reduce the requirement for Headquarters
resources.   In this light the Transitional Management
Committee recommends a tentative target man-year allotment
for Education and Cultural Support of 21 plus 6 for the
Counselling Unit.   This target should be reviewed after
the recommended reconsideration is given and a revised
submission developed.

Education and Cultural Support

Program Coordinator & Special Advisor ——————————————— Executive Assistant

————— Secretary

- Elementary & Secondary Schools
- Continuing Education
- Cultural Programs
- Cultural/Educational Program
- Administrative Services Division

IV. EMPLOYMENT PROGRAMS

A. Broad Role and Main Functions

The Employment Programs Branch was created earlier this
year to provide a high profile and focus to an area of
considerable importance and priority, both with Indian
people and within the Department. The functions of the
Branch are mainly developmental in nature. They include
establishing and ensuring that the appropriate priority
is given to employment related activities; establishing
appropriate systems, monitoring procedures and guide-
lines; developing appropriate programs and means of
stimulating and continuing employment for Indian people;
developing a framework for future evaluation; and
carrying out interdepartmental coordination. These
functions are applied in the areas of youth employment,
band work, employment services and other employment
related activities.

B. Transitional Management Committee Comments

The Transitional Management Committee agrees with the
raison d'être for the Branch and on the priority re-
quired for employment. Considerable progress has been
made towards Branch objectives, and it is expected to
continue, particularly in view of the recruitment of
Regional Employment Coordinators.

On the basis of this progress, actual and expected, the
Transitional Management Committee estimates that the main
objectives of establishing this Branch will have been
achieved within the next 12 months. At that time it would
appear more appropriate to maintain the thrust through the
utilization of other management tools such as goal-setting,
employment advisory committees, etc. It is also likely
that the majority of developmental work (which forms the
bulk of the Branch's activities), will have been completed

and be at an appropriate stage for decentralization to
the field. The Transitional Management Committee there-
fore recommends that within 12 months the residual em-
ployment functions be re-integrated into the other areas
of Program Support.

To achieve this stage however, the Committee also recommends
that a high priority be given to completing the staffing of
this Branch. It further suggests an Employment Advisory
Committee consisting of representatives of appropriate
branches in order to ensure coordination and continued
high priority. At the time when the Employment Programs
Branch would be re-integrated with other parts of Program
Support, the following amalgamation of functions is re-
commended:

1. Responsibility for band work with local government
   activities.

2. Vocational training and related aspects with
   Education.

3. Residual responsibilities to an employment oriented
   section with economic development functions.

The interrelationship between this Branch and the Indian-
Inuit Employment Section within Program Personnel was
clarified when the Branch was established. Personnel would
be responsible for the encouragement and development of
Indian and Inuit employment within the Public Service as a
whole not just within the Indian and Eskimo Affairs Program.
The Employment Programs Branch would be concerned with
employment outside the Public Service.

In terms of man-year requirements the Transitional Manage-
ment Committee expects that the majority of functions in
future will be performed at the Regional level. The residual
responsibilities could likely be absorbed within the ap-
propriate units without the addition of man-years except
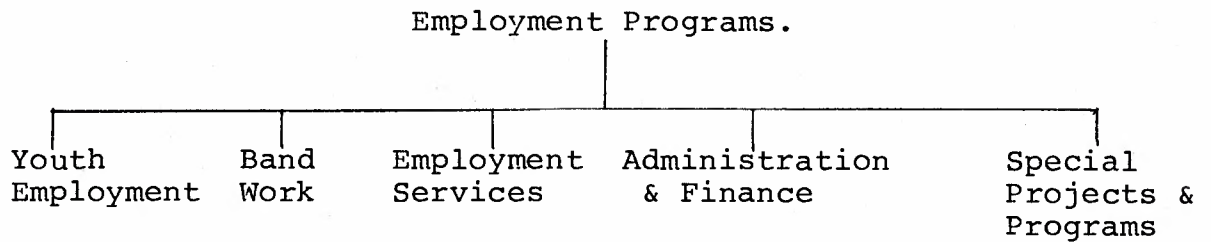within Economic Development. The Committee recommends

Economic Development be increased by two man-years to cover the residual Headquarters functions related to employment.

Other points noted by the Committee are as follows:

1. There are references throughout the Branch submission to policy formulation which the Transitional Management Committee considers more appropriate in Policy, Research and Evaluation. Employment would have a strong input with PRE playing the lead role.

2. The responsibility related to coordination of a National Advisory Committee on Employment Development and the EPC sub-committee are considered to be part of the coordination role of the EPC itself.

3. There is a reference in the Band Work Section to the negotiation of agreements. This function is considered more appropriate in the Employment Services Section and the Committee recommends an internal transfer.

4. The description of functions related to data collection and development and management of an MIS should rather refer to input to such systems and definition of output requirements in consultation with program areas. The Administration and Finance Section should serve as a bridge between the subject areas and MIS.

5. The field advisory role is appropriate insofar as it concerns employment, but in terms of Finance and Administration, Regional Employment Coordinators would receive guidance within their Regional Offices.

6. The description of the Administration and Finance Section does not include provision for Branch financial and administrative support services.

7. The Special Projects and Programs Section appears to contain functions which will continue to be appropriate in terms of providing an overview of trends, cross-fertilization of new approaches, and liaison with national organizations. It is primarily these functions as well as the residual monitoring and coordination roles related to the other Sections that should be transferred to other Program Support areas (when Employment Programs ceases to exist as a separate entity).

8. Finally there is a further need in the coming months
   to clarify and delineate the respective responsibili-
   ties of the Employment Services Section in the Em-
   ployment Programs Branch and the Continuing Education
   Section of the Education and Cultural Support Branch
   insofar as Vocational Training is concerned.

C. Organization Chart

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                        Employment Programs.
                               |
   ┌───────────┬──────────┬────┴────────┬──────────────────┬──────────────┐
  Youth        Band       Employment    Administration      Special
  Employment   Work       Services      & Finance           Projects &
                                                            Programs
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RESERVES AND TRUSTS

A.   Broad Role and Main Functions

The major rationale for the establishment of this Group
is to give greater prominence to the trust and statutory
responsibilities of the Department This objective will
be achieved by reinforcing the Lands and Membership Branch,
by the establishment of an Environmental Secretariat, and
by the addition of the Section of Local Government which
has responsibilities of a similar nature. In addition,
the Director General of Reserves and Trusts will report
directly to the Assistant Deputy Minister - Programs.

The major role of Reserves and Trusts is one of support
to Regional offices,to the Indian people themselves, and
to other parts of the Headquarters organization. While
this role is being strengthened, major changes should not
be required at the outset of this reorganization. During
the transitional period, the Headquarters role will
gradually evolve to one concentrating more heavily on
registration, research, monitoring and coordination.
As this occurs, consideration should be given to developing
a more balanced organization, possibly along functional
lines. The results of studies currently underway in the
Membership and Registry areas should be carefully evalu-
ated, particularly as they will be recommending changes to
systems and resource requirements.

The main functions of Reserves and Trusts in carrying out
its role will be:

1. to administer Crown-owned land set aside for the
    use and benefit of Indian bands under the relevant
    provisions of the Indian Act in order to ensure
    that related treaty and other obligations are met;

2. to administer the membership of the Indian peoples
    under the relevant provisions of the Indian Act
    in order to ensure fulfillment of statutory
    responsibilities;

3. to administer mineral resources under Indian lands and some surrendered land;

4. to manage the lands and mineral resources held by the Crown for the Indian people;

5. to administer band by-laws, elections and funds and treaty payments;

6. to coordinate Departmental activities dealing with environmental issues emanating from developments occurring off-reserve but having an environmental impact on Indians, their activities, their land or the natural resources available to them.

It should be noted that a large part of the responsibility and authority relating to Reserves and Trusts' functions already rests with field offices, and it is anticipated that this decentralization process will continue during the transitional period.

B. Transitional Management Committee Comments

The organization chart at the end of this Appendix identifies the main areas of responsibility of Reserves and Trusts and the recommended reporting relationships at the start of the transitional period. Two elements which should be more fully described are Minerals and the Environmental Secretariat.

1. Minerals

As the chart shows, the functions relating to the Minerals area are performed in three distinct offices, each reporting directly to the Director General, Reserves and Trusts. The Minerals Advisor provides advice on policy and programs for managing and developing Indian and Inuit mineral resources and for increasing Indian and Inuit participation in the mineral sector of the national economy. The field offices in Toronto and Calgary provide advice and assistance regarding the mineral rights and resources of Indians and Inuits and give functional and operational direction to Regional offices with respect to mining and construction (Toronto) and oil and gas (Calgary).

In many ways, the activity in the minerals field is in a
preliminary stage, concentrating on identifying and
registering the sub-surface resources. When the develop-
ment work concerning these resources has progressed
sufficiently, perhaps twelve months hence, the Transitional
Management Committee recommends the establishment of a
Minerals Branch which would include the current elements and
report to the Director General, Reserves and Trusts. The
Headquarters role should be one of coordination, support
and monitoring.

The work of the offices in Calgary and Toronto are national
functions which have been located in the field in order to
provide a better service to the Regional offices and to the
Indian people. Because of these inter-Regional responsi-
bilities, the Transitional Management Committee agrees with
the Branch's proposal to continue the direct reporting
relationship of these field offices to Headquarters.

2. Environmental Secretariat

The Transitional Management Committee received a submission
proposing the establishment of an Environmental Secretariat.
Its main function would be to coordinate those activities of
the Department dealing with environmental issues emanating
from developments occurring off-reserve but having an
environmental impact on-reserve. The intent of this co-
ordination role would be to provide a means whereby Indian
communities and the Department can respond effectively to
these developments. Because of the inter-branch nature of
these issues and the need to provide a focus to this area
at this time, the Transitional Management Committee supports
the establishment of a Secretariat whose main role would
be coordination. Other branches would retain the re-
sponsibility for action within their jurisdictions.

The Transitional Management Committee considers that the
Secretariat should be of a transitional nature, perhaps
five to seven years. By that time, patterns of responsi-
bility should have been sufficiently clarified to eliminate
the need for such a coordinating role.

The Transitional Management Committee gave serious con-
sideration to the most appropriate location for the
Environmental Secretariat. Its role is outside the mandate
assigned to Special Projects and also the latter is intended
to be of a temporary nature lasting for approximately 20-30
months. Local Government is responsible for dealing with
environmental issues emanating on reserves, for example
by assisting in the development of appropriate by-laws.
The Transitional Management Committee considered this Branch
to have an insufficient and too localized focus to play a
coordinating role with respect to all environmental issues.
Policy, Research and Evaluation will have the responsibility
for developing general policy guidelines. However, it was
not considered the appropriate location for a unit dealing
with immediate, operational issues and determining the De-
partmental position in specific cases.

Program Support does focus on operations and field support
and it will have definite responsibilities in providing input
and taking follow-up action on environmental issues. The
Transitional Management Committee considers this focus to
be somewhat narrow for the proposed role of the Environmental
Secretariat, but would support, as its second choice, a
situation in which the head of the Environmental Secretariat
reports directly to the Director General, Program Support.

As a result of its analysis, the Transitional Management
Committee recommends Reserves and Trusts as the most ap-
propriate location. It considers the protection of rights
and trust elements of this Group to be closely linked to
the responsibilities of the Environmental Secretariat. In
addition, many of the issues facing the latter unit will

involve land aspects.

C. Decentralization

With regard to decentralization of functions, the Transitional Management Committee recommends that this activity be pursued during the next eighteen months in the following areas:

1. development of a registry service in the Regions re land and membership;

2. administration of funds held for Indian minors and the amalgamation and division of Indian bands (currently Membership functions);

3. daily management, administration and responsibility for treaty payments, band by-laws, elections and funds;

4. operations work in Property and Estate Management.

D. Implementation

The implementation of the above-mentioned recommendations will have an effect on the man-year requirements of Reserves and Trusts. It is foreseen that an additional allocation of 31 man-years will be required at the beginning of the transitional period to fulfill the new functions of the Group. This increase will be in part achieved through the direct transfer of the man-years associated with the functions being transferred. Subsequently, a reduction of 11 man-years should be realized during the transitional period as decentralization continues.

A number of obstacles or impediments to the successful implementation of the above recommendations have been identified and are listed below. While some of these constraints relate to all organizational elements, several are of specific relevance to Reserves and Trusts:

1. the acquisition of legal interpretations;

2. clear and unequivocal statements of the functions and responsibilities of organizational elements both at Headquarters and in the field;

3. the availability of financial and personnel
   resources in the appropriate quantity and quality;

4. complete manuals outlining policies, directives
   and legal opinions;

5. clear lines of authority, procedures and reporting
   systems;

6. documentation and records at the field offices.

In order to overcome these obstacles and provide for the
writing of manuals and the training of field staff, it
is anticipated that additional temporary resources will
be required. It is recommended that the provision of
these resources be given strong consideration to ensure
the successful transfer of functions to the Regions.

The Transitional Management Committee considers that
the above recommendations and observations are consistent
with the submission of the Branch Committee of Reserves
and Trusts.

Reserves & Trusts

Minerals Advisor

Mining
Toronto

Oil & Gas
Calgary

Administrative
Support

Lands &
Membership

Treaties
Statutes
&
Regulations

Environmental
Secretariat

Property
&
Estate
Management

Membership

Lands
Administration

Lands
Advisory
Services
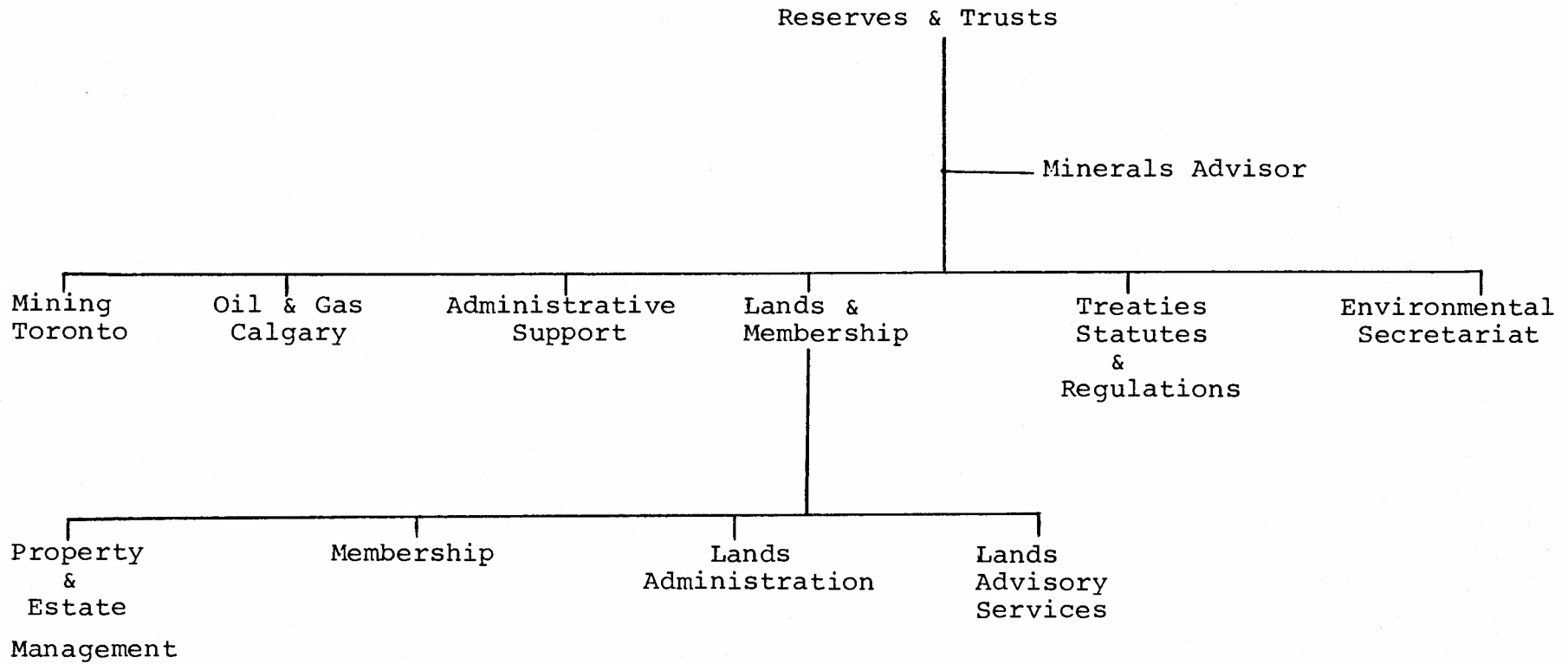
POLICY, RESEARCH AND EVALUATION

A. Broad Role and Main Functions

The prime thrust of Policy, Research and Evaluation is
to map out a broad direction for the Program to follow
in the future. The Research and Evaluation aspects are
a support to the Policy Development role. The mandate
of Policy, Research and Evaluation is:

1. the assessment and development of national
   policies;

2. the evaluation of existing programs and
   structuring of evaluation criteria for
   proposed programs;

3. the undertaking and support of research
   related to policy and program issues;

4. the support of the claims settlement
   process.

More specifically, Policy Development is responsible for
analyzing, assessing and developing broad policies con-
sistent with the Indian/Government partnership principle;
for identifying and coordinating changes to legislation,
specifically the Indian Act; for coordinating Departmen-
tal input to tri-partite discussions and federal/pro-
vincial relations; for broad overall policy discussions
with other federal departments and central agencies; and
for liaising with the National Indian Brotherhood and
other Indian organizations in respect to policy develop-
ment.

Evaluation is responsible for carrying out evaluations
and reviews of current programs and delivery systems
to determine their effectiveness as well as providing
a resource to program areas to permit the latter to

evaluate their own branch activities on an ongoing basis. The Research Branch similarly undertakes direct research on broad issues in support of policy development and program formulation.

There is an anomaly within Policy, Research and Evaluation in terms of its funding responsibilities both for certain claims aspects and for the Indian Act revision process. Although these are exceptions to the normal role of this Group, it submits that these are justified exceptions and proposes their continued retention within Policy, Research and Evaluation.

B. Analysis of Group Submission

1. Overview

The Transitional Management Committee concurred in general with the description of the role of Policy, Research and Evaluation as described by that Group. However, it did note that the functional description for Policy Planning related almost exclusively to longer term policies. The Committee considers that the role of this Branch should be expanded to include a support role to other Program elements in developing policy guidelines on specific policy questions. Policy, Research and Evaluation should not become involved in the resolution of a specific case. However, when a situation arises for which there is no clear policy, PRE should assist in developing the guidelines which can then be applied in future cases by the field and other program branches.

The advantage of this would be that what are, in effect, policy questions would not be decided on an isolated, ad hoc and piecemeal basis thus setting precedents the Department may wish to avoid. Such policies should be looked at in context and guidelines developed. This

extension of the role of the Policy Planning Branch may
require, in future, that consideration be given to its
sub-division into two sections, one for long-term broad
issues and the second to perform a support role on
short-term specific questions.

This role for the Policy Planning Branch would be consistent
with the role as described in the submission from Policy,
Research and Evaluation for the Research and Program Eva-
luation Branches. The Transitional Management Committee
sees all three Branches being directly involved in aspects
which cross individual branch lines. PRE would also have
a strong leadership role in major single branch issues or
programs which have been identified as priorities and a
resource role in providing expertise to specific program
branches.

A major point of concern across the Department as well as
in Policy, Research and Evaluation is that appropriate
and extensive contacts be maintained with the field and
with Program Support and Reserves and Trusts. These
contacts would help to ensure that the activities of PRE
are carried out with the full knowledge and **feel** for
what the actual situation is and the problems being en-
countered. Policy, Research and Evaluation should be
considered as playing a lead role in terms of its re-
sponsibilities as opposed to performing them in isolation
from other branches. Although the intent of PRE's sub-
mission appears to be consistent with this approach, there
is a fear from other areas in the Program of this Group
perhaps becoming somewhat isolated from reality.

2. Consistency

The Policy, Research and Evaluation submission is generally
consistent with the overall direction received by the
Transitional Management Committee and the intent of the
organizational changes. One area of difference concerns

the possible location of the Statistics Division in the
Research Branch of PRE. The majority of the statistics
role is of an operational nature which would be incon-
sistent with the remainder of PRE's functions. It is
considered a central service and as such will be the
responsibility of Finance and Management. It was however
agreed that the analysis and interpretation portion of
statistics would be appropriate functions of the Research
Branch.

Two other aspects of Policy, Research and Evaluation
functions which are inconsistent with its main mandate
were mentioned above. These are operational responsi-
bilities for claims funding and funding for Indian Act
revisions.

3. Exceptions

The Transitional Management Committee supports PRE's
arguments that the latter two exceptions in point 1
are justified. The Group describes both of these ex-
ceptions as temporary, however, these situations may
continue for some time (2-3 years).

4. Overlaps

Policy, Research and Evaluation describes a function
within Policy Development as coordinating the development
and implementation of policies with other federal de-
partments and central agencies. The Transitional
Management Committee questions the need for this Group's
involvement in coordination related to implementation as
this would be a function of Program Support.

Another function listed for Policy Development is that of
ensuring that policy objectives are translated into program
outputs and that mechanisms are developed to provide for
effective implementation. If this is regarded as ensuring
the workability of policy developed, the Transitional

Management Committee accepts this function. However, it should be reworded to reflect the prime role of Program Support for ensuring translation of policy into program outputs and for the implementation of policies.

Various aspects related to environmental issues are indicated as Policy Planning functions. The Transitional Management Committee considers the role of PRE to be in the field of policy development with other functions belonging to Program Support, Regions and Reserves and Trusts, the last being the recommended location for an Environmental Secretariat.

5. Transfers

It is proposed by Policy, Research and Evaluation and supported by the Transitional Management Committee to transfer the Documentation Centre to Finance and Management. In conjunction with this, other functions relating to support of the claims settlement process e.g. providing access to program published and unpublished reports, files and other resources, should also be transferred. In addition it is recommended that PRE assume the responsibility for the analysis and interpretation aspects of statistics from Management Coordination.

6. Gaps

Policy, Research and Evaluation's role is described as identifying and coordinating changes to legislation. The parallel role regarding changes and amendments to regulations is not covered in any one location. It is recommended that legislation be broadened to include this function. Obviously, input would be necessary from Regions and other areas of the Department.

Other points noted by the Transitional Management Committee are:

1. The function of Policy, Research and Evaluation for participation in claims policy resolution is not clear, particularly with regard to its relationship with the Office of Native Claims. This point requires clarification.

2. A Branch function for identifying and developing strategies was listed. Strategies are considered to be more appropriately the responsibility of the operational areas. PRE's role would involve the development of frameworks and models.

3. One of Policy, Research and Evaluation's functions was stated as being to ensure the fullest possible utilization by Indian and Inuit people of policies and programs of federal departments and other levels of government. This implies that this is desired by all of the Program's clients. This should be reworded to reflect the idea that there should be no denial of access as opposed to ensuring utilization.

4. A role in the Program Policy Branch regarding treaty rights, particularly in the hunting, trapping and fishing areas, could be interpreted as PRE becoming involved in resource management aspects. The Transitional Management Committee regarded this function as confined to broad overall policy and not resource management.

C. Implementation

PRE proposed to increase its authorized man-years from 37 to 55 over the transitional period and the Transitional Management Committee supports this request. It strongly encourages Policy, Research and Evaluation to make every effort to absorb staff members available from other areas of the Department, not only from the point of view of ensuring continued employment for these employees, but also to ensure that PRE gains maximum possible benefit from the knowledge and experience gained in other areas.

It is recognized that certain positions could be of a
very specialized nature and might require outside re-
cruitment.

It should be noted that the release of man-years from
other areas will be phased over a period of 12 - 18
months. Policy, Research and Evaluation's increase
should similarly be phased both from the consideration
of availability of man-years and also from the point of
view of managing the substantial increase foreseen.

D.   Organization Chart
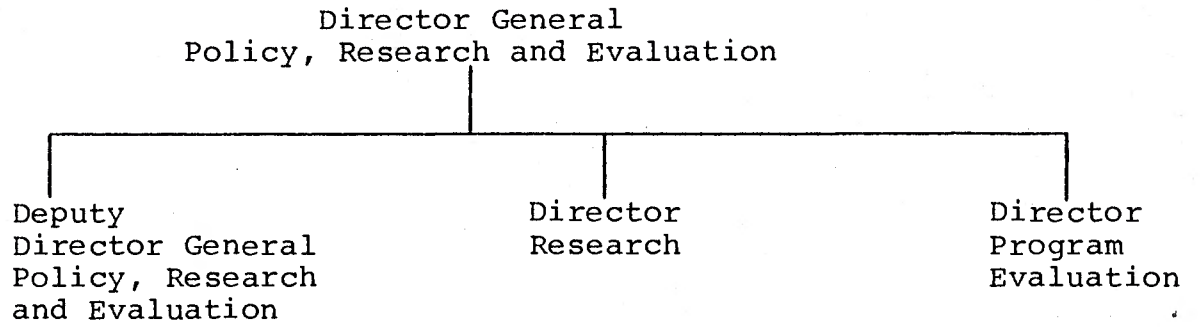
```
                        Director General
                  Policy, Research and Evaluation
                                |
        ┌───────────────────────┼───────────────────────┐
        |                       |                       |
   Deputy                    Director                Director
   Director General          Research                Program
   Policy, Research                                  Evaluation
   and Evaluation


   - responsible for

     Policy Planning
```

SPECIAL PROJECTS

A. Role

This new entity has been established to give, and to
be seen as providing, undivided attention to resolve
a variety of long-standing issues and problems. These
are mainly in the Lands and Memebership areas but may
include specific other issues which are not confined
within the responsibility of a single part of the organi-
zation. The problems are of a particularly complicated
and sensitive nature which have not been resolved through
the regular processes. The role of this group will be
to resolve or to map out the path to resolution of the
specific problems referred to it by Regional and Head-
quarters staff. In doing so, it will identify the
barriers to resolution of these problems and make
recommendations as to how the regular processes and
existing organizational components should deal with
them.

B.   Transitional Management Committee Comments

Special Projects will be a small group (approximately 10
staff in total) headed by a Director General and comprised
primarily of senior officers. The Transitional Management
Committee concurs in the role as described in the Branch
submission. It considers that, because of the specific
mandate, cross-branch nature and relative short-term
aspect of this Branch, a strong emphasis must be given
to interrelationships with the regular ongoing component
parts of the Department. Considerable cooperative effort
will be required for the Branch to accomplish its ob-
jectives.

It is the intention of senior management to review this
Branch after approximately 18 months of operation. By
that time it will either have accomplished the majority

of its objectives or be in a better position to provide
a further estimate of time required.

Additional points relating to the submission:

1. One of the main functions described is a recording
of all the decisions taken. This should be expanded
to include documentation of the process.

2. With regard to the specific functions described,
there is a reference to consultation with Lands and
Membership and, if necessary, the Department of
Justice. This should be reworded somewhat as follows:

>*"Consult with whomever is required, especially
>Reserves and Trusts, Regions and if necessary,
>the Department of Justice to evaluate options
>identified".*

3. References are also made to liaison with Regions
and Districts throughout the process. This should
be expanded to refer to continuous liaison with all
appropriate sections.

4. The submission points out that documentation and
responsibility for residual actions will be transferred
to appropriate parts of the Department as Special
Projects completes its involvement. The functional de-
scription should emphasize the need for liaison to
ensure that such transfers of responsibility flow
smoothly.

5. Similar comments would relate to the parallel
functions outlined in the section on land related
issues.

C. <u>Organization</u>

Because of the small size of this Branch the duties could
be divided initially into two main components and avail-
able resources assigned as the workload dictates. One
could be responsible for problems involving or oriented
towards band formation and membership issues, while the
other concerned itself with land or land related issues.

FINANCE AND MANAGEMENT

A. Branch Submissions

The revised Finance and Management Branch organization
(which is shown at the end of this Appendix) is proposed
to have two main Divisions representing Finance on the
one hand and Management Services on the other. The intent
of this structure is to highlight the dual focus of this
Branch and to ensure that both aspects receive sufficient
support to achieve their objectives.

The Transitional Management Committee received three sub-
missions covering various aspects of the proposed Finance
and Management Branch. The first, from the Finance Branch,
emphasized the financial responsibilities and highlighted
the main role of the Branch in the development of financial
support systems; the financial coordination of all programs;
the implementation of mechanisms for monitoring expenditures,
maintaining commitment controls, and ensuring that proper and
adequate records are kept. It also noted the responsibility
of the Branch to provide central administrative services
to management.

The Finance Branch submission proposed a revised structure
which would consist of three financial divisions and one
administrative division reporting to the Branch Director.

The major differences between this and the current organization are the fact that there would be no Deputy Director and that the functions of the present four financial divisions would be re-assigned among three in the following manner:

1. Operations would be concerned with the auditing of travel and removal claims, the maintenance of an overall commitment control, the review of Band and Indian Association audit reports, the loan and trust responsibilities under the Act, and the coordination of activities regarding Audit Service Bureau audits;

2. Financial Applications Projects would be responsible for adapting Departmental policies and systems to the Indian and Eskimo Affairs Program, developing the new chart of accounts and financial management manuals, and staff training;

3. Program Resource Planning and Analysis would organize the Program Forecast, Main Estimate and Supplementary Estimate submissions, coordinate and report on man-year allocation and usage, and process budget change requests.

It should be noted that this proposed restructuring was designed to ensure compatibility with Departmental systems and procedures.

A second submission developed the concept of a Management Services Division. It had originally been proposed to establish a small Forecasts, Estimates and Submissions unit to coordinate and develop the processes to ensure management input in these areas. This concept was submitted along with a second alternative developing the Management Services idea. Through discussions with senior management, this second alternative was encouraged and evolved further into the proposal as discussed in this Appendix.

As subsequently developed, it proposed the amalgamation of the functions of the current Special and Administrative Services Division of the Finance and Management Branch with a number of other central management services, e.g. the coordination of management inputs into the Program

Forecasts process and the development and maintenance
of standard administrative systems. The submission pro-
posed that this new Division report directly to the
Assistant Deputy Minister - Programs and be composed
of three sections whose major responsibilities (as
they were subsequently amended) would be as follows:

1. Forecasts and Submissions

The functions of this section would consist of several
which have not been performed before as well as others
currently the responsibility of other organizational
elements. They would include: organizing and partici-
pating in Program Reviews; coordinating and monitoring
the preparation and submission of Treasury Board sub-
missions; preparing the Forecasts narrative, high-
lighting the thrust of the Program and organizing
the supporting data; developing management processes
to facilititate the effective utilization of these
systems;and assisting in the development of systems which
will encourage the maximum input from management.

2. Administrative Services

The functions of this Section would encompass the majority
of those performed by the present Special and Administra-
tive Services Division, concentrating on those aspects
which concern service to Headquarters, e.g. Program Circular
Repository, Office Accommodation, Pay Cheque Distribution.
It would also be responsible for developing and maintaining
standard systems for a) communicating details about Program
activities; b) delegating authorities; and c) planning,
assigning and coordinating projects.

3. <u>Management Information Systems</u>

At the outset, the functions of this Section would be largely those of the present Statistics Division of the Management Coordination Branch, in particular, the activities relating to gathering and tabulation of statistical information. During the transitional period, as various components of the Program's management information system become developed and operational under the aegis of a Program Coordinator, the work of this Section would gradually evolve to the point when, by October 1979, it is foreseen that the bulk of the functions would relate to the maintenance of the Management Information Systems.

A unit within this Section would be the Program Reference Centre to be established by bringing together the work of the Statistical Information Centre (from Management Coordination) and the Research Reference Centre (from Policy, Research and Evaluation). In addition to maintaining unpublished material and working papers not stored in the Departmental Library or available within Public Communications and Parliamentary Relations, the staff of this Unit would assist Program personnel in most effectively utilizing all the resources of the Department in support of their activities.

The third submission proposed a Management Systems Group, comprised of two divisions responsible for Systems Analysis and Systems Development. The main functions of this proposed group would be to review the present management decision-making processes and their associated systems, to assess the effectiveness of these systems, and to participate in the development and implementation of new management practices and systems. This group would also be responsible for the provision of a secretariat service to the Executive Planning Committee.

B.   Transitional Management Committee Analysis

The recommendations of the Transitional Management Committee differ from those of the Finance Branch proposal in several respects. Basically, the Committee considers that this submission did not adequately reflect the need to provide all available means for the strongest possible program management input into the financial systems development and processes.

The Committee believes strongly that management must make the decisions with respect to the allocation and utilization of human, financial and physical resources. It is the role of the Finance and Management Branch to provide the necessary background information, monitor the results of the activities of the Program components, and report regularly to management on the overall situation, as well as on specific problem areas which should be resolved. For this reason, the Transitional Management Committee recommends that the specific responsibility for commitment control, which was proposed to be transferred to Finance, remain with the various Branches reflecting the true location of accountability. Overall commitment control would be maintained by the Finance and Management Branch.

Another area of disagreement concerns the status of the Management Services Division. The Finance Branch submission proposes a reporting relationship similar to the one presently in operation, with three financial divisions and one administrative division reporting to the Director. On the other hand, the Transitional Management Committee considers that the service role of the Management Services Division is of high importance and should be elevated to a more equal status with Finance in keeping with the need to strengthen its role. Experience has demonstrated that the type of structure envisaged in the Finance Branch submission causes a depressant effect on the priority given to Management Services and consequently on quality. While it is recognized

that at this time the highest priority must be given to
regaining control over all financial matters, the Com-
mittee considers that the two-pronged structure recommen-
ded is most suitable.

Another recommendation of the Committee goes somewhat
beyond the submission of the Finance Branch which pro-
posed the decentralization of almost all of the loan and
trust responsibilities over the next three years. The
Transitional Management Committee agrees with this pro-
posal but also recommends the decentralization of the
administration of band funds and the review of specific
audits. The Headquarters role would become one of
coordination, monitoring and the provision of an overview
to senior management.

With respect to the remaining financial functions, the
Transitional Management Committee is in agreement with
the submission from the Branch which reorganizes these
functions into more effective sections.

The Transitional Management Committee supports the second
submission which proposed the concept of a Management
Services Division and recommends its implementation. It
differs with the submission with respect to the location
of this Division within the Headquarters organization. The
Transitional Management Committee considers the most
appropriate location to be within the Finance and Manage-
ment Branch. The provision of central services to
management must be coordinated, and the most effective means
of ensuring this is to have the two responsible divisions
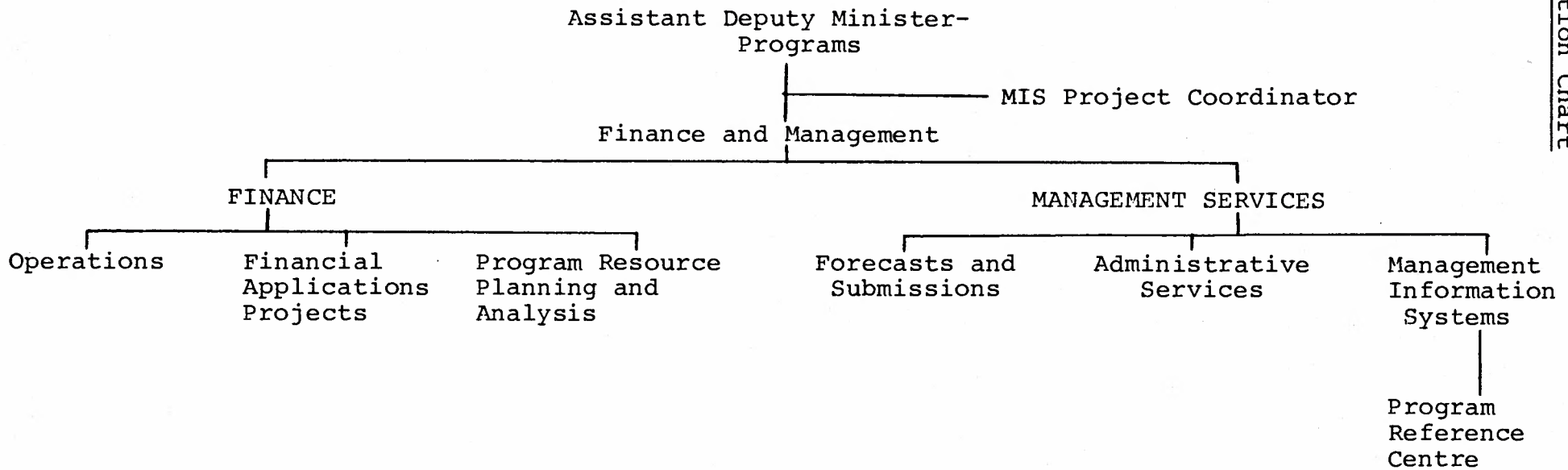working together in the same branch.

For this same reason, the Transitional Management Committee
cannot support the proposed establishment of a Management
Systems Group. Most of its functions are included in those
recommended for the Management Services Division. The
splintering of this service role to management would not

be beneficial to ensuring the highest quality of service.
The Transitional Management Committee recommends that the
residual EPC secretariat functions be amalgamated with
other staff functions in the Assistant Deputy Minister's
Office.

The Transitional Management Committee recognizes that,
in the absence of a permanent Director of the Finance and
Management Branch, it is difficult to maintain the ap-
propriate balance between these two divisions. It there-
fore strongly recommends that the Management Services Di-
vision report directly to the Assistant Deputy Minister -
Programs until a Director, embodying the dual focus of the
Branch, has been appointed.

C. Implementation

The implementation of these recommendations would have the
effect of increasing the man-year requirements of the Branch,
primarily in the Management Services Division. At the
beginning of the transitional period, it is foreseen that
an additional allocation of about 22 man-years will be re-
quired to fulfill all the functions of the Branch. The
major part of this need would be met by direct transfer from
the Statistics Division of the Management Coordination
Branch, from Policy, Research and Evaluation and from the
Management Review Group. Subsequently, a reduction of six
man-years, phased over the transitional period, should be
achieved as decentralization of the financial functions
continues in parallel with that of the administration of
land and band funds, and the main systems development work
is completed (e.g. Management Information Systems, finan-
cial systems, management processes).

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                    Assistant Deputy Minister-
                            Programs
                               |———————————————— MIS Project Coordinator
                    Finance and Management
       ┌───────────────────┴───────────────────────────────────────────┐
     FINANCE                                              MANAGEMENT SERVICES
  ┌─────┴──────────────┐                        ┌──────────────┼──────────────┐
Operations  Financial    Program Resource    Forecasts and   Administrative   Management
            Applications  Planning and       Submissions      Services        Information
            Projects      Analysis                                            Systems
                                                                                 |
                                                                              Program
                                                                              Reference
                                                                              Centre
```

PROGRAM PERSONNEL

A. <u>Role</u>

The role of Personnel has not been changed as a result
of this organizational study.   It continues to include
advisory services relating to all aspects of Personnel,
specifically human resources management, compensation
and staff relations, Indian–Inuit Employment and Of-
ficial Languages coordination.   In addition the Per-
sonnel Branch has an administrative support section to
provide internal services.

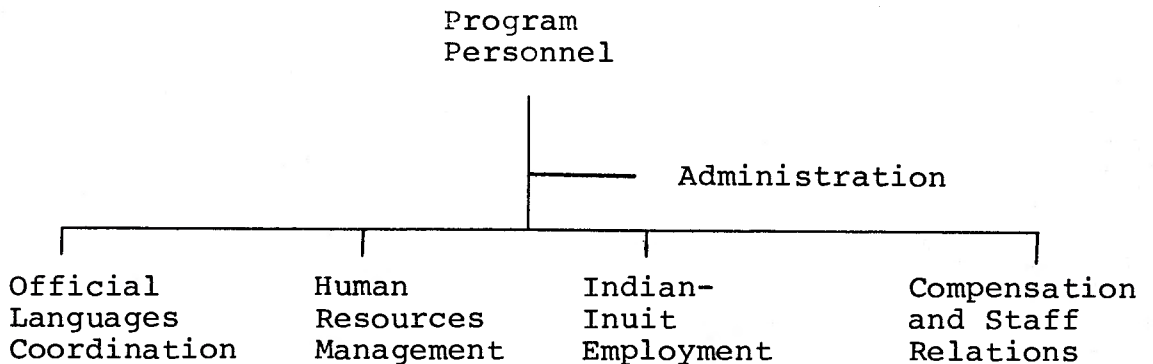B. <u>Transitional Management Committee Comments</u>

The Transitional Management Committee reviewed the
role of Personnel and accepted the functions as sub-
mitted.   A possible overlap with the Employment Pro-
grams Branch in relation to Indian and Inuit employment
was clarified when that Branch was established.   It
was agreed that Personnel would be responsible for the
encouragement and development of Indian and Inuit
employment within the Public Service as a whole,
while the Employment Programs Branch would concern
itself with outside employment.

In its review of the Personnel functions, the Trans-
itional Management Committee noted an apparent lack
of priority given to staff and management counselling
in all areas.   It considers this role to be important
on an ongoing basis as well as at this time of or-
ganizational change.

The staff training function which was integrated
with band training activities within the Education
Branch two years ago has now been transferred back
to Personnel.

Earlier this year Personnel was given a reduced target
of 29 man-years to be achieved by the end of this
fiscal year.   Although the Branch is currently utili-
zing its full present allocation of 32 plus additional
persons in holding positions, plans have been made to
achieve the reduction by the end of the year. Because
of additional requirements imposed by programs such as
EOW and ALOSS as well as the need to extend training
and development activities, the Transitional Manage-
ment Committee supports the Branch request to increase
its allocation. There may also be a requirement for
temporary assistance for the next 8 - 10 months to
cope with the additional workload in classification,
staffing, counselling, training and perhaps staff
relations generated by the organizational changes
themselves.

C. Organization Chart

```
                         Program
                         Personnel
                             |
                             |
                             |------- Administration
                             |
   ┌──────────┬──────────────┼──────────────────┐
Official       Human        Indian-          Compensation
Languages      Resources    Inuit            and Staff
Coordination   Management   Employment       Relations
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PUBLIC COMMUNICATIONS AND PARLIAMENTARY RELATIONS

A. Role

The role of this Branch, formerly called Information Services, would not be directly affected by the organizational changes recommended in the report. Its main responsibilities include program publications, communications with staff,other departments and the public, management of the Indian and Eskimo Affairs Program Secretariat, audio-visual advisory services and media relations.

B. Transitional Management Committee Comments

The functions as described appear consistent with the intent of the organizational changes. There appears to be however, some overlap between the services of this Branch and some functions of Education, particularly those of the Cultural Development Division. Specifically, these relate to filming, the production of Tawow and media activities. The Transitional Management Committee considers that these functions should be integrated with like functions of an information services nature, with input being received from Eucation. The Committee therefore recommends further study to identify which specific functions should be transferred from Education.
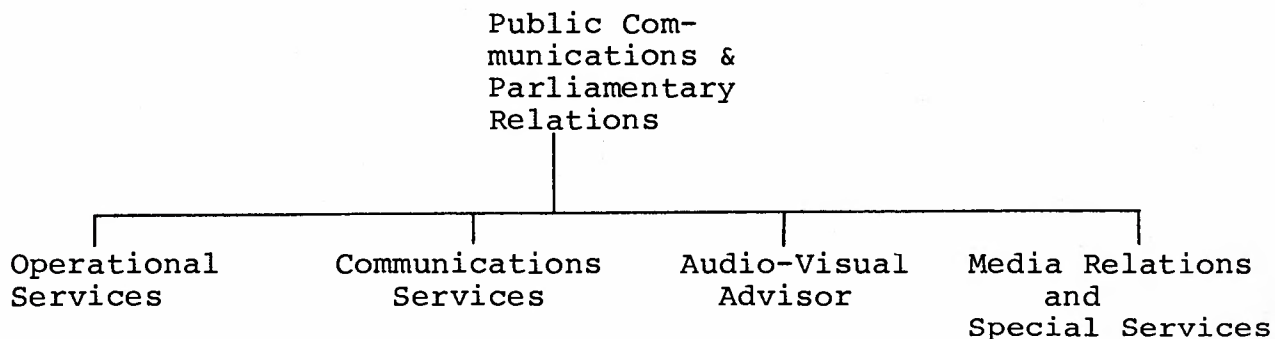
The Transitional Management Committee also considers that the Public Communications and Parliamentary Relations Branch could provide storage assistance to the Documentation Centre.

The Transitional Management Committee does not foresee that the addition of these responsibilities would lead to a requirement for more man-years as efficiencies should be achieved by consolidation and reduction of duplication.

As a minor point, the Committee did note a possible internal overlap between the planning and coordination of bilingual requirements in Operational Services and the control of quality of French language publications within Media Relations and Special Services. This should be clarified.

While accepting the functions as submitted by the Branch, the Transitional Management Committee notes that internal employee communications did not appear to be very prominent and recommends a higher priority be given to this aspect. The Committee is aware that some discussions have been held and actions taken in this regard. It supports further initiatives in this field.

C. Organization Chart

```
                        Public Com-
                        munications &
                        Parliamentary
                        Relations
                            |
  _____|_____
 |                |                    |                   |
Operational    Communications     Audio-Visual     Media Relations
Services         Services           Advisor              and
                                                   Special Services
```

OTHER COMMENTS ON ORGANIZATION

1. Management Review/Systems

The functions of this Division have recently been redescribed to reflect a role primarily relating to management processes and management systems. As written, they overlap almost entirely with the functions described for the Management Services Division of Finance and Management. Some of the functions relate to the management processes section within that area, and the remainder (the larger part) are included in the proposed embryo Management Information Systems section. A small proportion of the functions described relate to a support role as the Executive Planning Committee Secretariat.

The existing name of the Division (Management Review and Development) and a few of the functions described seem to imply a management audit role in terms of evaluation and assessment of the effectiveness of management processes, practices and techniques. The Transitional Management Com- mittee gave consideration to this concept and concluded that it would not be appropriate to maintain such a function on a continuing basis within the Program. It has previously been recognized that this type of role can best be performed by an outside body such as the Bureau of Management Consultants or an outside contractor. If the intention was for Manage- ment Review to perform this type of management audit function, it was not reflected in the functional description, nor in the organizational structure and skill orientation of this Division.

This report discusses, in Section X, the need to oversee and monitor organizational changes in terms of the directions established and action plans developed as part of this transitional process.   As organizational change is moving to more of a continual, gradual process, there is a need for a continuing "Transitional Management Committee" to perform this role.

Consideration was given to the assignment of this role to
an organizational unit such as Management Review. The nature,
extent and content of organizational change will vary over
time. This would imply the need for a more flexible vehicle
such as a committee to permit necessary adaptations in
emphasis to be made smoothly. If additional resources are
occasionally required, the Transitional Management Committee
strongly recommends a system of secondments from operating
areas as the preferable alternative to full-time staff who
would be on the periphery and therefore somewhat isolated
from the mainstream of the organization's activities. The
Transitional Management Committee therefore recommends an
augmented Staffing Review Committee as the appropriate
vehicle for this role.

In the light of the above analysis and particularly based
on the functions as described, the Transitional Management
Committee cannot therefore support the recommendation for
this unit to continue to exist as an independent entity. The
EPC secretariat functions should be extracted from it and
transferred to the Assistant Deputy Minister's Office as
part of the staff role. The remainder should be amalga-
mated with similar functions in Finance and Management to
form the embryo Management Information Systems Section
in the Management Services Division.

2. Management Coordination Branch

Many of the current functions of the Management Coordination
Branch are covered elsewhere, mainly in the proposed Manage-
ment Services Division of Finance and Management.

a. The analysis and interpretation role of the Statistics
Division is recommended to be transferred to the
Research side of Policy, Research and Evaluation.

b. The remaining statistical functions would be included
in the Management Services Division of Finance and
Management. As the Management Information Systems are
further developed and refined, the role of this area
will evolve and change.

c. The Statistical Information Centre is recommended to
    be amalgamated with the Research Documentation Centre
    into a combined Program Reference Centre.

The Management Coordination Branch as such is therefore not
recommended to continue to exist in the revised organization.
The above recommendations are consistent with the Branch
submission.

3. Program Planning

A Program Planning Unit was established last September within
Program Development. The functions as submitted from this
unit have been analyzed by the Transitional Management Com-
mittee. The majority of these functions are considered to
be the responsibility of either Policy, Research and Evalu-
ation, Regions, Program Support or Finance and Management.
The Transitional Management Committee is satisfied that these
areas have appropriately and adequately covered all the
functions listed for Program Planning. This unit should not
continue to exist in the revised organization.

4. Project Coordinator - Management Information Systems

Over the last year a major study has been undertaken of the
Management Information Systems in existence and required in
the future to support Indian and Eskimo Affairs Program
operations. A major effort is required to analyze require-
ments, devise new systems and ensure that appropriate tools
are in place to provide management at various levels with the
information required to carry out their objectives.

Because of the major thrust in this area in the coming months,
it is planned to have a Project Coordinator for Management
Information Systems reporting to the Assistant Deputy Minister -
Programs. The role of this coordinator would be exactly that -
coordination. He would be a bridge between consultant ser-
vices and management users and would provide the overview
to ensure that the most effective and efficient systems are
developed and that duplication is eliminated or reduced. His
role would be mainly applicable during the analysis and de-

velopmental stages. Once an element of the Management
Information Systems is established, implementation and
ongoing maintenance would be transferred on a phased
basis as appropriate to the Management Information Systems
part of Management Services, Finance and Management Branch.
This coordinator is therefore seen as a temporary require-
ment for approximately 12 - 18 months.

5. Organizational Sociologist

A proposal has been received to establish a small three man-
year unit reporting to the Assistant Deputy Minister to
carry out organizational analytical responsibilities. As
a detailed functional description was not available, the
comments made below are based on a more general proposal
provided to the Transitional Management Committee.

The primary roles of this proposed unit appeared to the Com-
mittee to be on the one hand, a research role in developing a
descriptive case study of Indian and Eskimo Affairs Program
management systems and how they adapt and evolve with organi-
zational change and, on the other, a monitoring and advisory
role on these aspects and on the reorganization process.

The Transitional Management Committee considers it would
be more appropriate for the first of these roles to be
carried out by an outside consultant either sponsored by an
academic institution or by an organization such as the Bureau
of Management Consulting Services. Both of these institu-
tions would be in a position to perform such analyst functions
on a variety of organizations and draw comparisons and de-
velop theories related to the process of organizational change.
Regardless, this role is not considered appropriate as an
integral part of the Indian and Eskimo Affairs organization.

The second role outlined in the proposal overlaps with the
functions of the Transitional Management Committee itself.
Section X of this report discusses a monitoring and over-
seeing role for the organizational changes proposed. This
function is considered more appropriate to be carried out
by designated members seconded from main program components.

It is therefore recommended that this unit not be established
on a continuing basis.

6. Consultation Funds

In performing the analysis of all the functions of all the
proposed segments of the revised organization, responsibility
for the management of consultation funds at Headquarters was
identified as a gap not covered by any particular unit. The
Transitional Management Committee considers that responsibilit
for these funds transcends individual branch responsibilities
and therefore would be most appropriately lodged in the
Office of the Assistant Deputy Minister - Programs. This
transfer is recommended.

7. Office of Native Claims

Although this Office is not within the Indian and Eskimo
Affairs Program, its activities do overlap to some extent
and certainly interrelate with many parts of the Program.
No discussions were held by the Transitional Management
Committee as part of this analysis to clarify and define
more clearly respective responsibilities. This should be
done in the next phase of the process.