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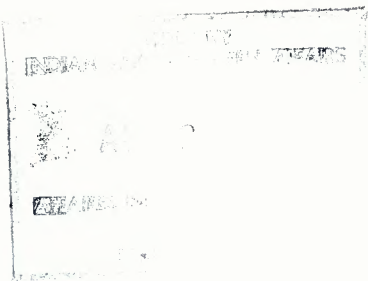
# ONTARIO REGION

Presentation to E.P.C.

## PRESENTATION NOTES

E78.05  
I55  
1981

january 28, 1981



(i)

TABLE OF CONTENTS

PURPOSE AND INTENT OF PRESENTATION. . . . .	1
PRESENTATION OVERVIEW. . . . .	3
REGIONAL BACKGROUND AND SITUATION . . . . .	4 - 10
- Needs and Aspirations	11 - 15
- Socio-Economic Outlook	16 - 17
- Consultation Process	18 - 19
REGIONAL APPROACH TO RESOURCE PLANNING . . . . .	20 - 22
REGIONAL PRIORITIES . . . . .	23
ONTARIO REGION'S GOALS. . . . .	26 - 35
CONSTRAINTS . . . . .	35 - 39
SPECIFIC IMPLICATIONS . . . . .	40 - 47
- Resources for Devolution	
- Effects of Non-Discretionary Resources	
- Unfunded Needs	
ONTARIO REGION'S STRATEGIES . . . . .	48 - 66
- Devolution	
- Community Based Planning	
- Management Improvement	
Response to Auditor General	
Human Resource Development	
- Tripartite Structure	
SUMMARY . . . . .	67 - 73
- National Program Resource Plan	
Critique	
CONCLUSIONS . . . . .	74

SLIDE INDEX

<u>SLIDE #</u>	<u>TITLE</u>
1	PURPOSE AND INTENT
2	PRESENTATION OVERVIEW
3	BACKGROUND (TITLE/DIVIDER)
4	RESERVE TYPE BY DISTRICT
5	ON RESERVE/OFF RESERVE POPULATION (BAR)
6	INDIAN POPULATION (GRAPH)
7	INDIAN ASSOCIATION MEMBERSHIP
8	REGIONAL RESOURCES
9	ONTARIO INDIAN ASPIRATIONS
10	INDIAN ASPIRATIONS EMPHASIS
10A	HOUSING (BAR CHART)
11	FACTORS IMPACTING ON INDIAN ECONOMIC DEVELOPMENT
12	CONSULTATION PROCESS
13	APPROACH TO PLANNING (TITLE/DIVIDER)
14	THE ONTARIO PLANNING PROCESS
15	REGIONAL PRIORITIES (TITLE/DIVIDER)
16	REGIONAL PRIORITIES
17	GOALS (TITLE/DIVIDER)
18	A.D.M.'S NATIONAL GOALS
19	% OF BUDGET (PIE CHART)
20	CONSTRAINTS (TITLE/DIVIDER)
21	CONSTRAINTS (OVERLAYS)
22	IMPLICATIONS (TITLE/DIVIDER)
23	% OF BUDGET ALLOCATION (BAR CHART)
24	DIMINISHING DISCRETIONARY DOLLAR (GRAPH)

<u>SLIDE #</u>	<u>TITLE</u>
25	STRATEGIES (TITLE/DIVIDER)
26	STRATEGIES OUTLINED
27	% OF REGIONAL BUDGETS TRANSFERRED (GRAPH)
27A	\$ VALUE OF BAND ADMINISTERED PROGRAMS (BAR)
28	ONTARIO TRIPARTITE STRUCTURE
29	SUMMARY (TITLE/DIVIDER)
30	RESOURCE PLANNING PROCESS - ADVANTAGES
30A	RESOURCE PLANNING PROCESS - PROBLEMS
30B	RESOURCE PLANNING PROCESS - RECOMMENDATIONS
30C	RESOURCE PLANNING PROCESS - FLOW DIAGRAM
31	CONCLUSIONS (TITLE/DIVIDER)
32	CONCLUSIONS (SUMMARY)

38 SLIDES

PURPOSE AND INTENT OF PRESENTATION  
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I am here today to provide you with the information requested by Mr. Goodwin in his January 15, 1981 letter on the Resource Plan Review.

SLIDE 1

In the process of providing this information I intend to:

- (a) Explain Ontario Region's National Program Resource Plan input, highlighting the critical components and variables;
- (b) Show you how we followed your process in developing Ontario Region's Resource Plan and National Program Resource Plan input. We are confident that we are on the right track and have the nucleus of the team required to satisfy Central Agency/Headquarters requirements as well as meeting the basic human resource support needs of the Indian Bands of Ontario;  
  
and finally
- (c) Summarize for you, what we in Ontario Region intend to achieve over the next five years in terms of real benefits to and satisfaction of Indian aspirations and needs.

SLIDE 2

My presentation will follow this format (point to and read off each of the nine sections headings from the chart).

## PURPOSE

- Explain N.P.R.P. Input
- Demonstrate Process Followed
- Summarize Expected Achievements

## PRESENTATION OVERVIEW

1. Regional Background & Situation
2. Approach To Planning
3. Regional Priorities
4. Goals
5. Constraints
6. Implications
7. Strategies
8. Summary
9. Conclusions

REGIONAL BACKGROUND AND SITUATIONA GEOGRAPHIC

(Slide)

- Large Region
- 115 Indian Bands From Ft. Severn to St. Regis
- 9 Indian Settlements

B DEMOGRAPHIC

(Slide)

- Over 67 thousand Status Indians
- 22% of the Indian Population of Canada
- 32% of the Indian population live Off-Reserve

22.  
40.

W This will decrease if economic conditions continue to tighten

(Slide)

- 66% of the Indian population of Ontario is under 30 years of age
- significant ramifications
  1. Housing
  2. Employment
  3. Education

C POLITICAL

(Slide)

- 4 Associations
- 20% of Ontario Indians are not represented by a Political Association



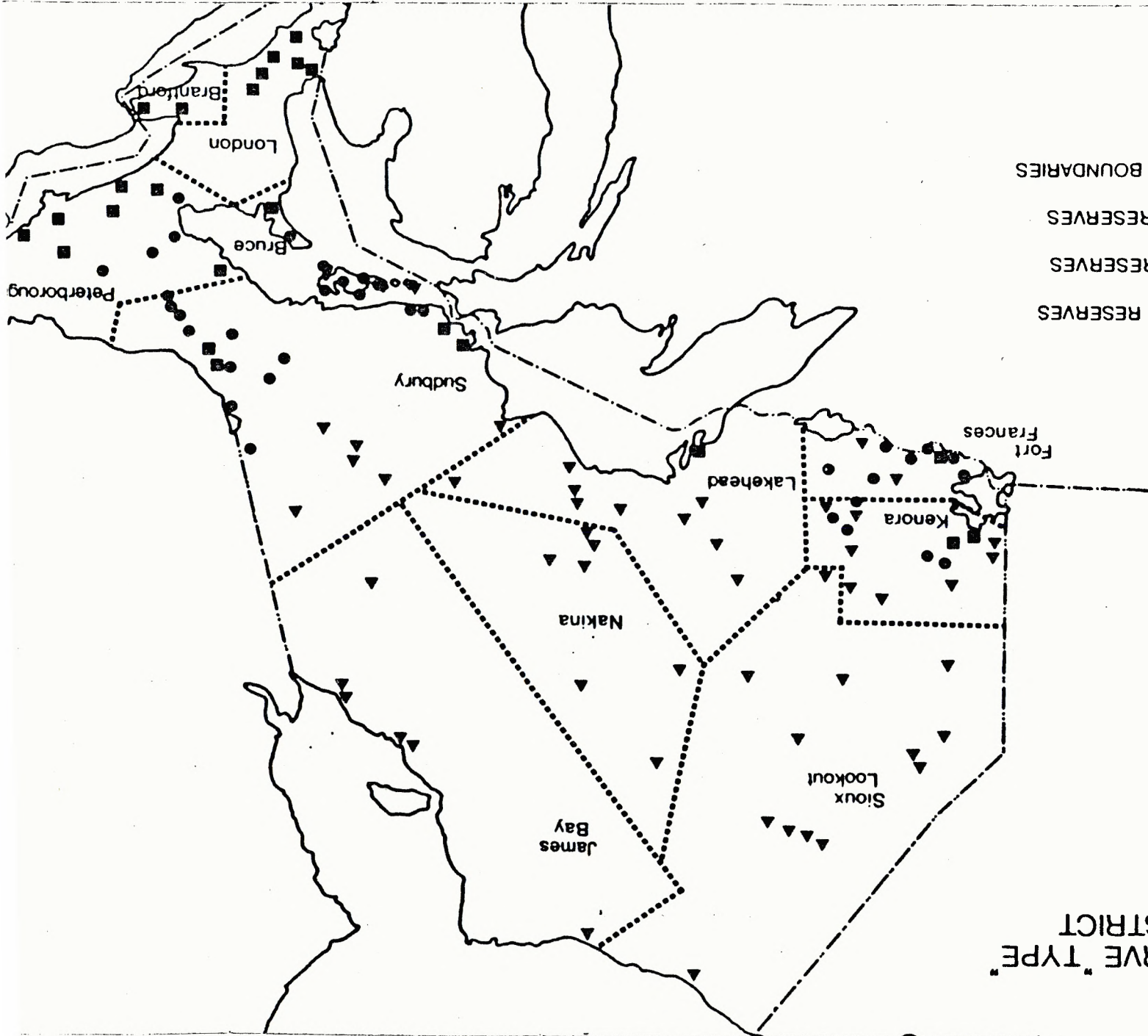
D RESOURCES

(Slide)

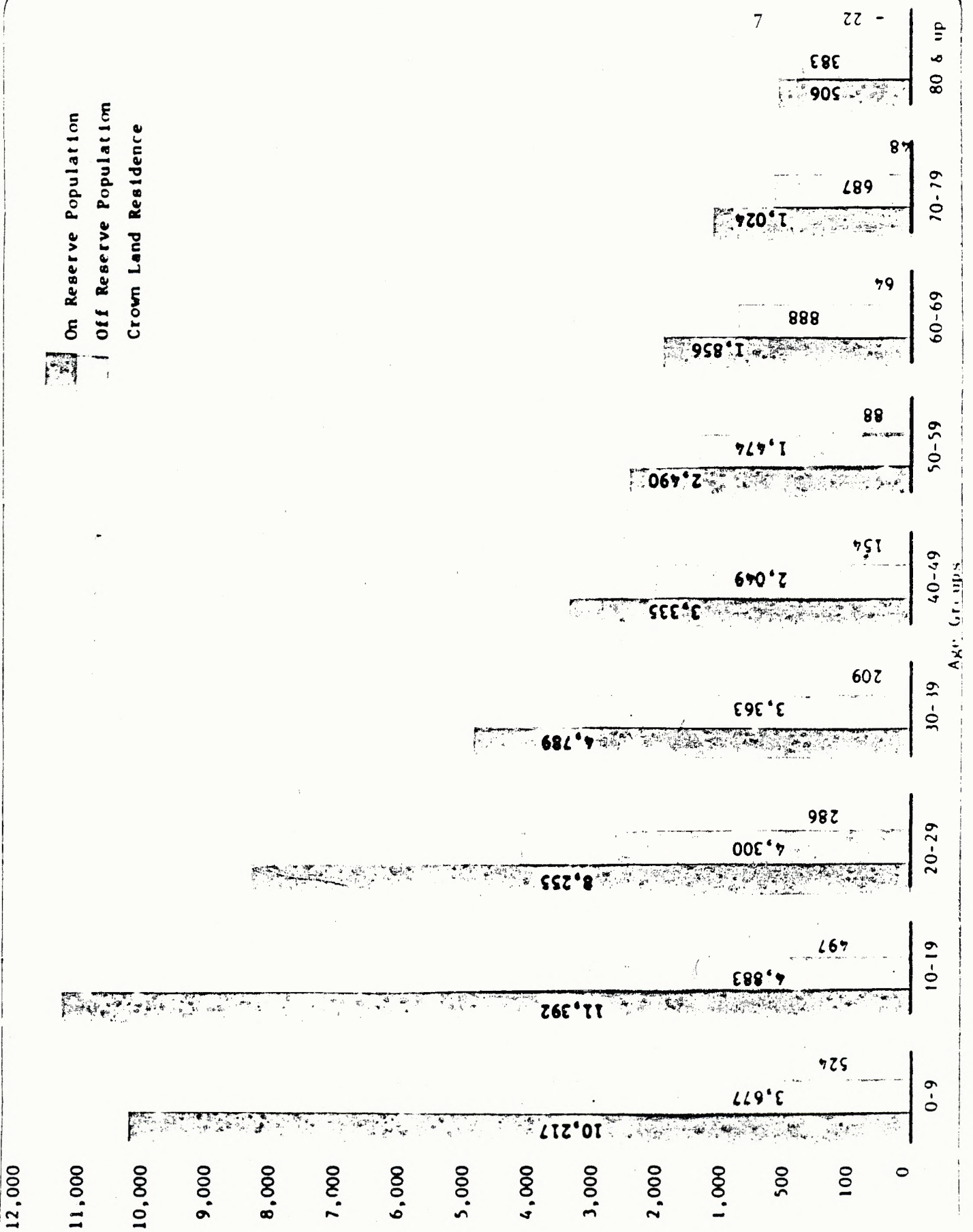
1. Dollars
2. Person Years

# RESERVE "TYPE" BY DISTRICT

- ▼ "REMOTE" RESERVES
- "RURAL" RESERVES
- "URBAN" RESERVES
- ..... DISTRICT BOUNDARIES



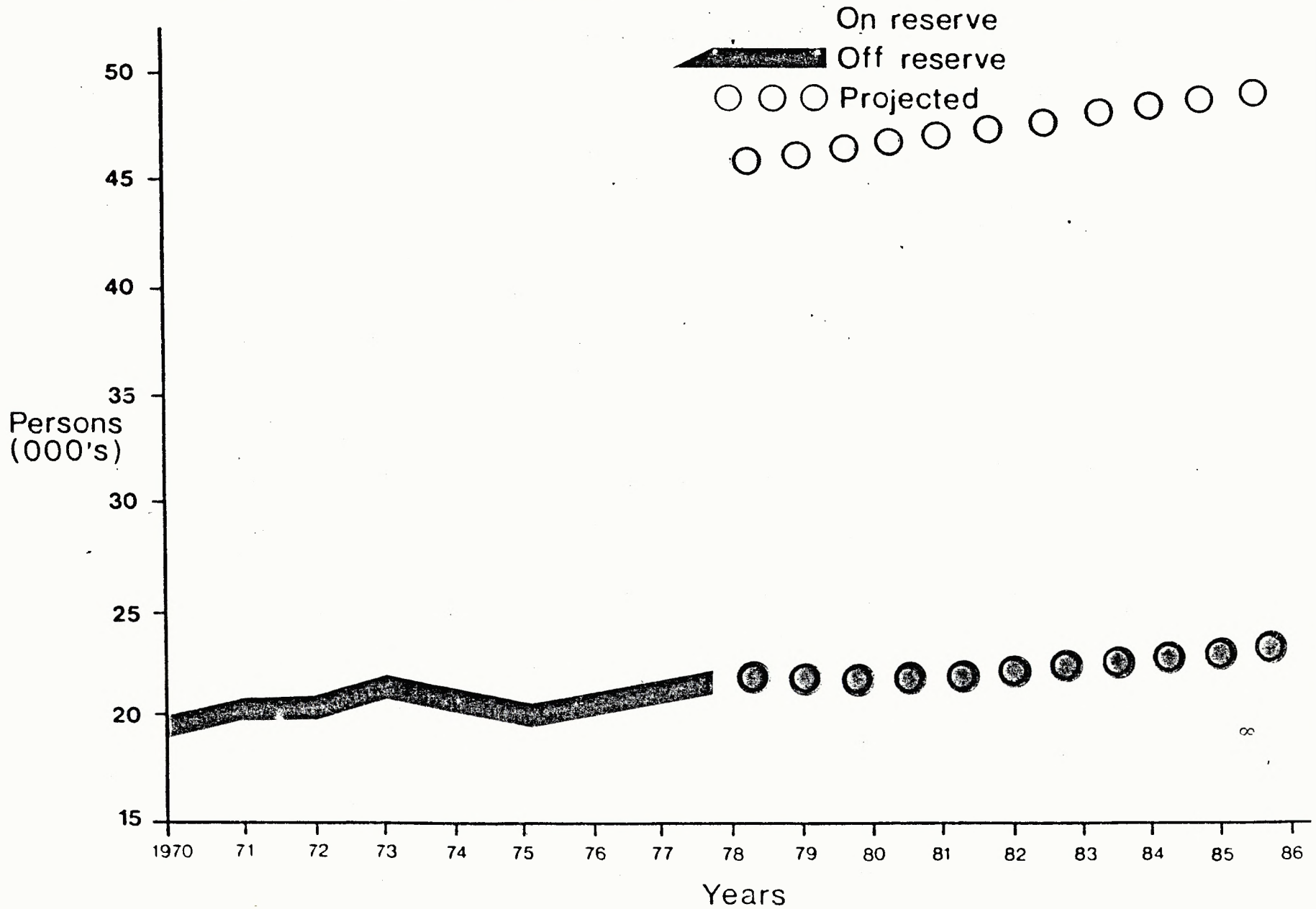
On Reserve Population  
 Off Reserve Population  
 Crown Land Residence



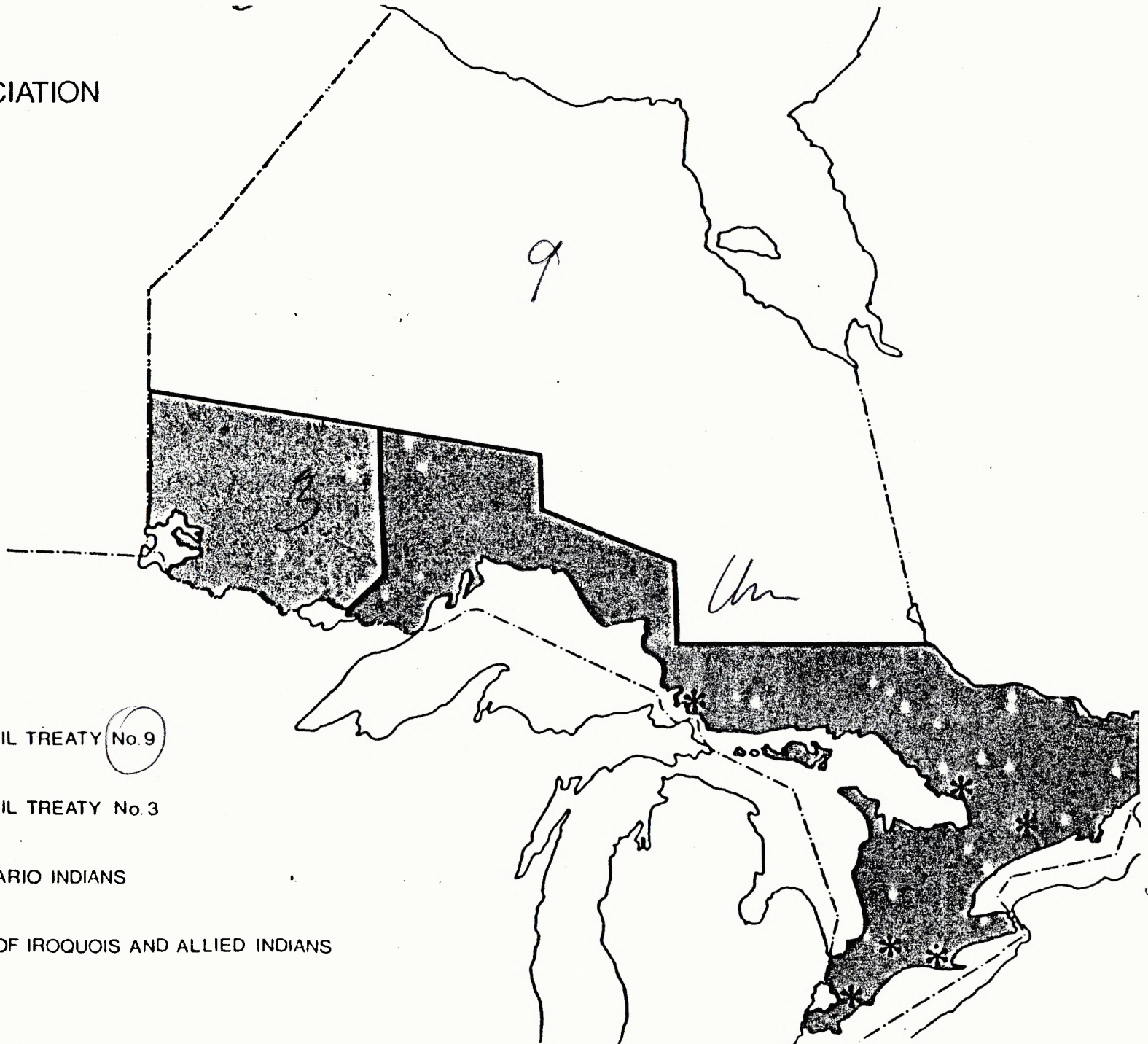
Age Groups

# INDIAN POPULATIONS

Actual to 1978 & projected to 1986



INDIAN ASSOCIATION  
MEMBERSHIP



□ GRAND COUNCIL TREATY (No. 9)

▨ GRAND COUNCIL TREATY No. 3

■ UNION OF ONTARIO INDIANS

\* ASSOCIATION OF IROQUOIS AND ALLIED INDIANS

REGIONAL RESOURCES

	79/80	80/81	81/82	82/83	83/84	84/85	85/86
\$ Millions	118.7	129.8	135.3	148.0	162.3	180.6	198.7
P.Y.s	867	834	764	764	764	764	764

## NEEDS AND ASPIRATIONS

### INTRODUCTION

ORLC documents (1977) Directional Plan for Ontario Region  
- sets forth plan of action for Ontario Region based on  
aspirations of Indian people

### ASPIRATIONS

1. Future of dignity based on: cultural pride, economic self-sufficiency and social responsibility
1. Particular emphasis on:
  - full recognition of special status under Indian Act and Treaties
  - determine own pace of development
  - preserve culture through education program
  - develop skills and knowledge for working and living in larger society
  - resolve outstanding land issues

### SPECIFIC NEEDS

#### 1. HOUSING AND INFRASTRUCTURE

The 1977 housing survey indicated that:

- 2,910 family units without houses
- 1,150 houses required replacing
- 1,825 required major renovations
- 4,150 good units

Although the Region has been constructing approximately 450 new units and renovating 200 existing units per year, very little gain has been noticed in the improvement of houses on Indian Reserves. The major factors are:

- (1) loss of housing units due to fire
- (2) rapid deterioration of houses - build to bare minimum
- (3) lack of maintenance

At the start of 1981, we estimate the following

- 3,500 family units without houses
- 1,000 houses will require replacing
- 2,300 houses will require major renovations
- 4,770 good houses

It is estimated that with our present budget we will construct 2,250 new houses and renovate 876 houses by 1986.

By 1986, we predict the following situation will exist:

- 4,200 family units without houses
- 1,000 houses will require replacing
- 2,400 houses will require major renovations
- 5,440 good houses

The true shortages in housing funds is approximately eight million dollars.

At the present only 40% of the population is served with water



and sanitation facilities. Funding provided over the forecast period will increase the percentage served by approximately 20%. Capital expenditures for water and sanitation would have to be doubled to meet the needs of the reserve population.

## 2. EDUCATION

- retention rate to Grade 12 below Provincial average
- NEED: better counselling services, parental involvement, Indian participation in Provincial systems, increased involvement of provincial secondary school teachers and principals

## 3. ECONOMIC AND EMPLOYMENT DEVELOPMENT

- economic and employment opportunities generally limited
- unemployment rates in northern communities is 75% to 90%
- by 1986, working age populations increase by 27% (40,579 to 51,535)
- need better co-operation between Federal and Provincial, Economic and Employment Development Programs to assist Indians

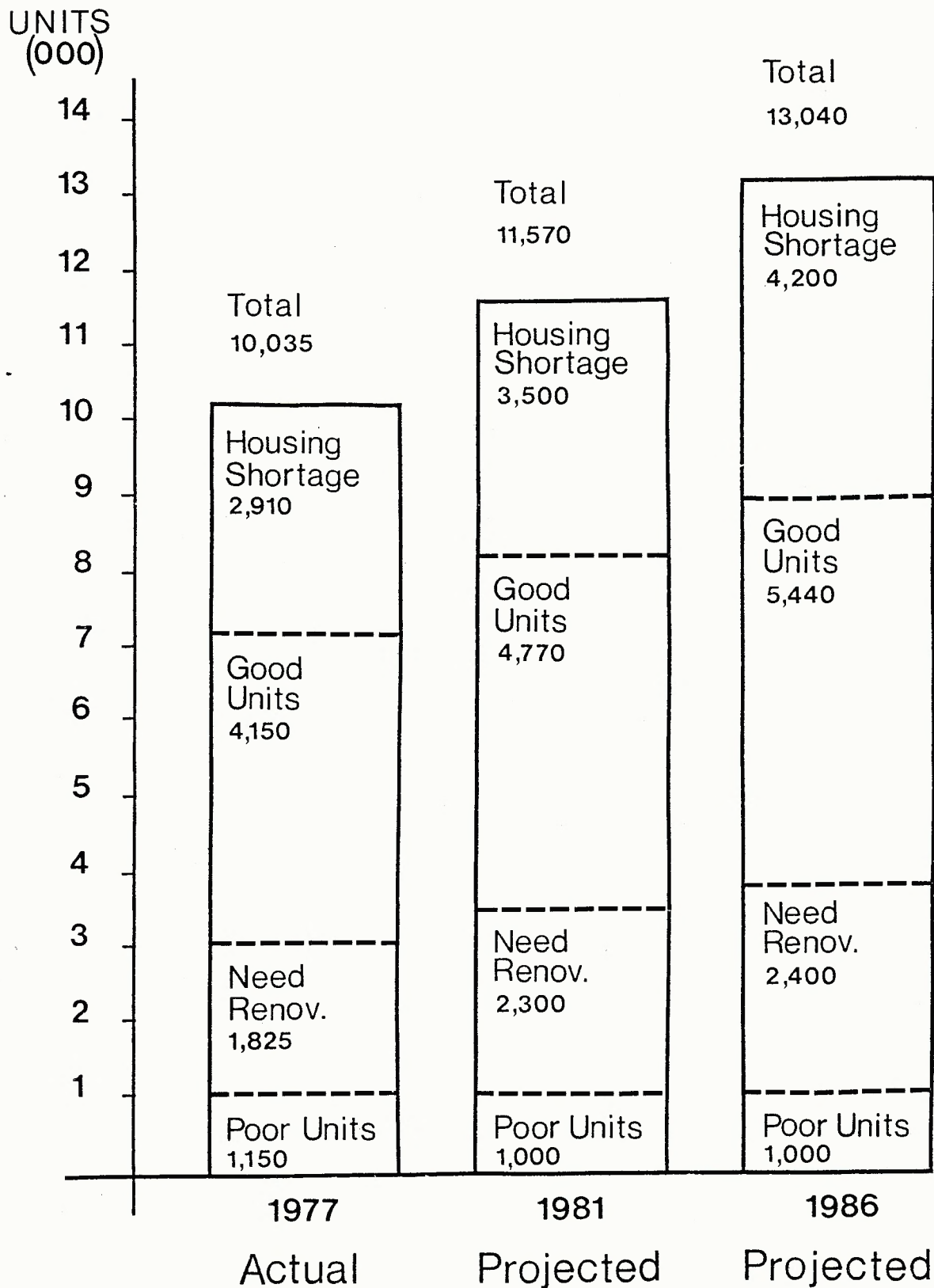
## 4. COMMUNITY BASED PLANNING

- need to properly identify Band needs and aspirations by improving comprehensive planning and evaluation at Band level

5. SELF-GOVERNMENT

- need to develop administrative and technical leadership and organizational capacity
- at Band and Tribal Council levels
- in preparation for transfer of programs

## HOUSING — ONTARIO REGION



## SOCIO ECONOMIC OUTLOOK

-----

### LIVING CONDITIONS

- generally poor - economic and employment opportunities limited
- 40% of on-reserve population receives social assistance
- majority of family heads employable but lack job support
- 25% of Indian families lack livable housing
- unemployment ratio, 75% to 90% in most northern communities
- conditions better near urban centres but progressively worse as move to rural, to isolated, to remote settlements

### FACTORS IMPACTING ON NATIVE ECONOMIC DEVELOPMENT IN ONTARIO

1. Less than 20% of Indian population in Ontario live in urban centres - lack access to conventional programs.
2. (a) Indian school retention to Grade 12 is 1/2 the provincial rate.
- (b) Minimal opportunity in communities for job specific skill or management training.
3. Indian population growing at rate of 50% higher than the non-Indian population. - Provincial rate 1.5%  
- Indian rate 2.3%

### FUTURE

- By 1986, increase in Indian working age population by 27%.
- Increase in Indian businesses from 600 now to 1100 in 1986 BUT of job increase only from 2500 to 4000.
- Trend toward smaller businesses and single entrepreneurs.

ISSUES

- Key Issues: self government and access to natural resources
- Many communities are geographically or culturally isolated from economic development activity.
- Few reserves have potential economic base to support present population.

IMPLICATIONS

- If depressed economic conditions persist, impact of increase in birth rate will compound already serious pressures on:
  - housing
  - employment
  - social assistance programs
- In Northern Ontario: resource development activity for some reserves traditional pursuits and short term job creation for others
- In Southern Ontario: long historical contact with non-Indian society
  - able to participate more effectively in economic opportunity both on and off Reserve.

CONSULTATION PROCESS IN ONTARIO

- 4 Associations: Association of Iroquois and Allied Indians
  - Grand Council Treaty #9
  - Grand Council Treaty #3
  - Union of Ontario Indians
  
- Chiefs of Ontario Office - facilitates discussions, planning and implementation
  
- O.R.L.C. - Ontario Regional Liaison Council
  - initiated 1976
  - linked to Bands through District Liaison Council's
  - membership is Region wide
  
- District Liaison Councils - initiated 1976
  - consultative mechanism between Chiefs and District Managers
  
- Band Councils - ongoing re: community issues

# CONSULTATION PROCESS – ONTARIO REGION

INDIAN

D.I.A.

GRAND COUNCIL TREATY No.9  
GRAND COUNCIL TREATY No.3  
UNION OF ONTARIO INDIANS  
ASSOCIATION OF IROQUOIS  
AND ALLIED INDIANS  
CHIEFS OF ONTARIO  
ONTARIO REGION LIAISON  
COUNCIL  
(Represents 80% of Ontario  
Bands)

REGIONAL DIRECTOR GENERAL  
DIRECTOR OF OPERATIONS

BAND COUNCILS  
DISTRICT LIAISON COUNCILS

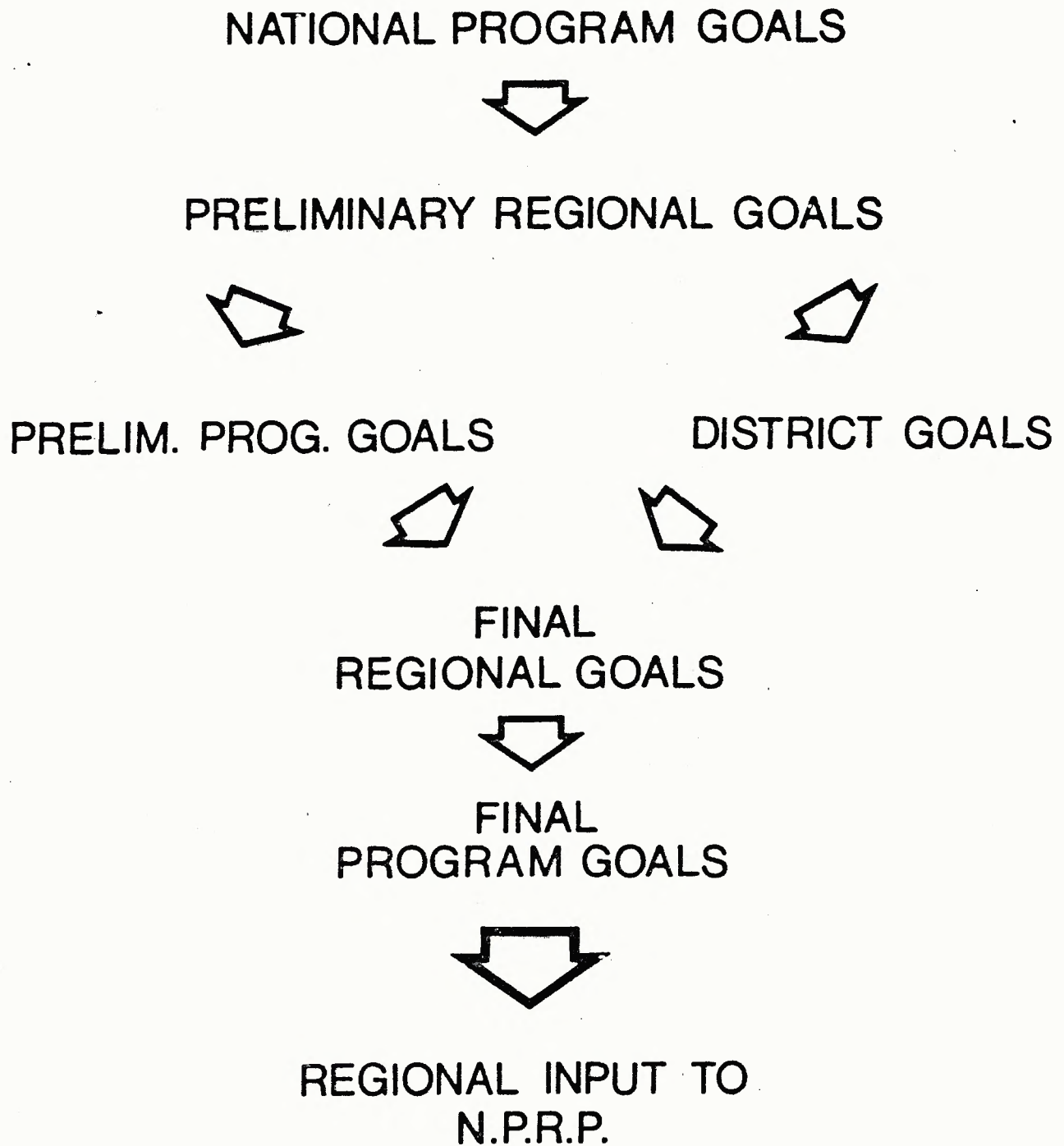
DISTRICTS

APPROACH TO PLANNING

# REGIONAL APPROACH TO RESOURCE PLANNING



# THE ONTARIO PLANNING PROCESS <sup>21</sup>



REGIONAL APPROACH TO RESOURCE PLANNING

Upon establishment of the National Program Operational Goals in June, 1980, the R.D.G. and his regional managers developed a set of 27 preliminary regional goals. A schedule of events was established and project co-ordination responsibility was assigned to the Director of Operations with Regional Planner responsible for assembling various Program inputs.

After receipt of the Call Letter in mid August, preliminary program goals were established in Region, and two teams were established to gain District input, given the parameters set in the preliminary regional goals.

Preliminary program goals and district goals were edited into 17 final Regional Goals as subscribed to by the R.D.C.

These 17 Regional Goals were expanded into 43 final Program Operating Goals from Ontario Region, as the basis of our input into the National Program Resource Plan.

# REGIONAL PRIORITIES

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Based on the needs and aspirations articulated by the Indian people, Ontario Region has established the following priorities for the next five years:

1. STRENGTHEN THE TRIPARTITE CONSULTATION PROCESS to resolve burning issues relating to - land settlements,
  - social services,
  - access to natural resources
2. SUPPORT BANDS in their drive for COMMUNITY BASED PLANNING, relating to socio-economic development. These include community education action plans, comprehensive community plans, capital plans, resource plans, and employment development plans.
3. Accelerate the pace of TURNING PROGRAM AND SUPPORT SERVICES over to Bands, while ensuring satisfactory accountability. ]
4. Facilitate IMPROVEMENT IN LIVING CONDITIONS ON RESERVES through provision of funding and technical support for housing and community infrastructure.
5. Develop and implement MANAGEMENT IMPROVEMENT plans that enable Ontario Region to provide a consistent quality of service to Indians while satisfying central agency requirements for accountability, despite diminishing dollars. Management improvements will include management systems and human resource development programs for both Band and Departmental employees.

## REGIONAL PRIORITIES

1. Tripartite Consultation Process
2. Community Based Planning & Development
3. Devolution
4. Community Improvement
5. Management Improvement

# ONTARIO REGION'S GOALS

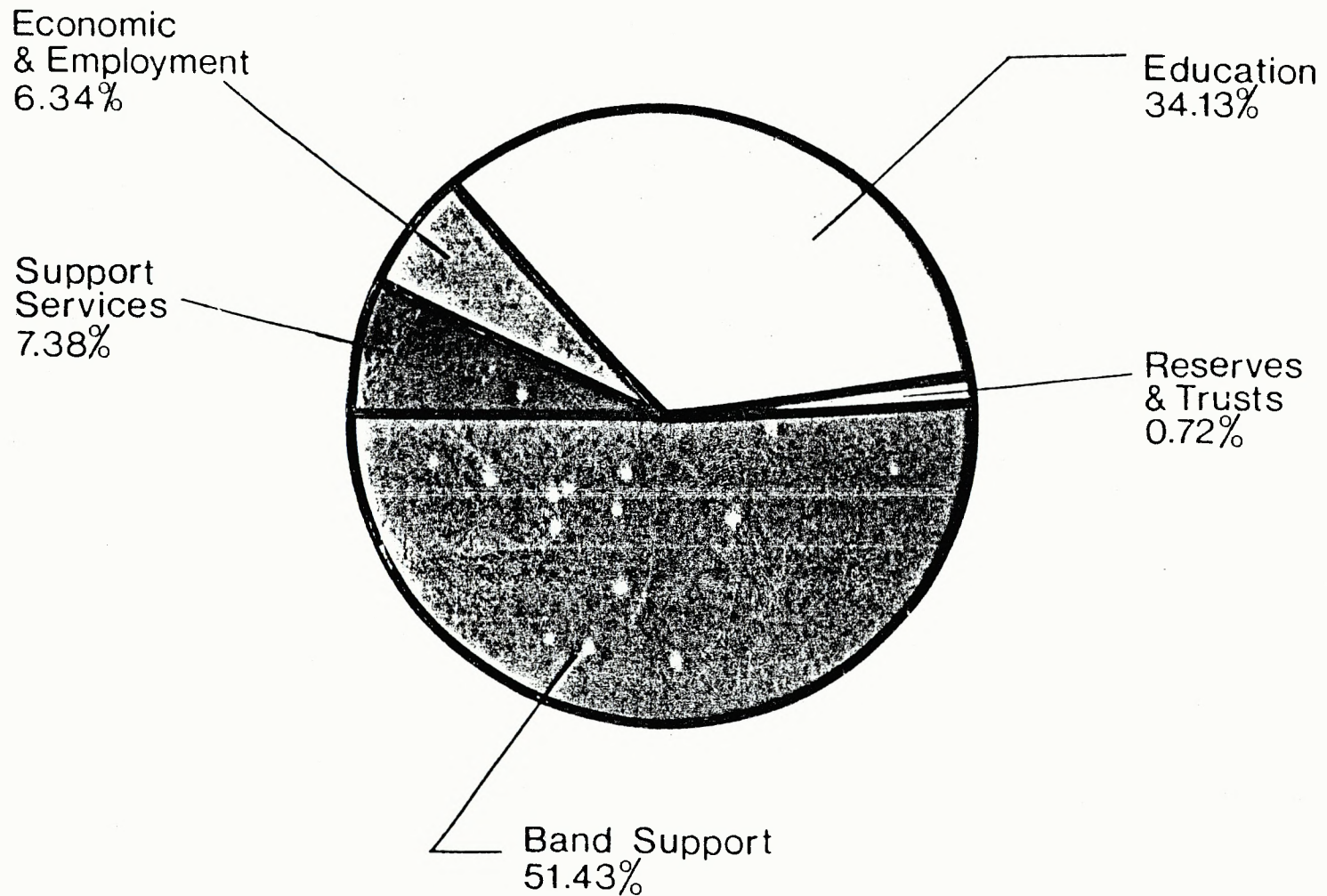


ONTARIO REGIONAL BUDGET 81/82 \$ 135,278,500

<p>SUPPORT SERVICES</p> <p>18 Goals</p> <p>214 P.Y.'S</p> <p>\$ 9,956.3</p> <p>(7.38%)</p>	<p>ECON. &amp; EMPL. DEVELOPMENT</p> <p>10 Goals</p> <p>45 P.Y.'S</p> <p>\$ 8,580.8</p> <p>(6.34%)</p>	<p>EDUCATION</p> <p>5 Goals</p> <p>381 P.Y.'S</p> <p>\$ 46,176.6</p> <p>(34.13%)</p>	<p>RESERVES AND TRUSTS</p> <p>9 Goals</p> <p>33 P.Y.'S</p> <p>\$ 986.7</p> <p>(0.72%)</p>	<p>BAND SUPPORT</p> <p>8 Goals</p> <p>91 P.Y.'S</p> <p>\$ 69,578.1</p> <p>(51.43%)</p>
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ADM'S NATIONAL GOALS

% OF ONTARIO'S BUDGET 81/82 TAKEN BY  
MAIN ACTIVITIES & SUPPORT SERVICES





BAND SUPPORT

Our Band Support program set out eight (8) goals in our Operational Plan. A summary of these goals include:

1. Continue to support ongoing programs with such improvements as, increasing number of reserves served by:
  - (a) Band Police Forces
  - (b) Fire Protection
  - (c) Day Care
  
2. Assisting Band Local Governments to serve their constituents more effectively through:
  - (a) Improved Administration
  - (b) Block Funding
  - (c) Improved Standard of Housing and Maintenance of Capital Facilities
  - (d) Effective Physical Planning
  - (e) Utilization of other funding such as Canada Mortgage and Housing Corporation
  
3. Support these programs through renegotiation of new Federal-Provincial Cost Sharing-Agreement including ones for Social Services and Policing.

EDUCATION

Our Education program has set out 5 goals in our Operational Plan. These goals are summarized as follows:-

- (1) Improve ability to assist bands in their assumption of Indian control:
  - (a) preparation for transfer;
  - (b) transfer;
  - (c) administration and decision-making by bands.
- (2) Continue emphasis on improving the Quality of Education through a Community Action Program aimed at both federal and provincial schools.
- (3) Implement improved management processes for both department and band staff, to improve the professional aspects of education and administration.
- (4) Initiate steps to provide a new evaluation capability for program and program delivery in the area of curriculum and standards.
- (5) Improve the quality of services in the provincial schools by reviewing provincial authorities and reviewing counselling services.

RESERVES AND TRUSTS

The Reserves and Trusts program has set out 9 goals in our Operational Plan. In summary these include:-

- (1) Ensure fulfillment of trust responsibilities on behalf of Indian Bands "Protect Indian Interest" by:
  - (a) Revision of 1924 Canada-Ontario Indian Land Agreement
  - (b) "Headland-to-Headland" additions to Reserves in Treaty No. 3
  - (c) New Reserves and Additions to Reserves
- (2) Improve economic self-sufficiency of Indian people through maximizing financial returns from land resources by:
  - (a) Increase \$3 million annual rent roll by minimum of 50% in 5 years
  - (b) Increase \$1/2 million service levies by minimum of 50% in 5 years
- (3) Over next 5 years strengthen Reserves and Trusts presence in Districts by:
  - (a) Decentralization to larger Districts
  - (b) Transfer of Statutory requirements from Local Government at District level. (Band elections and appeals, Band Funds and Band By-Laws).
- (4) Eliminate Deceased Estates Backlog over next 5 years. (Staffing constraints will extend goal to 7 years).

ECONOMIC AND EMPLOYMENT DEVELOPMENT  
-----

This program set out 10 goals in our Operational Plan. The highlights of these goals are as follows:-

- (1) To expand, the opportunities for the client population to improve their economic circumstances through greater emphasis on the development of:-
  - (a) Band Socio-Economic Plans.
  - (b) Employment opportunities and business enterprises.
  - (c) Federal/Provincial Natural Resource Development Programs.
  - (d) More productive use of Social Assistance Funds.
- (2) More efficient program delivery and monitoring through:
  - (a) Improved Band Staff training in management practices.
  - (b) The co-ordination of various Federal Economic and Employment programs.
  - (c) The development of multi-department Contribution Arrangements coupled with a standardized reporting format for Bands.

ADMINISTRATION & SUPPORT SERVICES

Our Support Services in the Region are primarily responsible to assist programs in achieving their goals. The Support Services include: Finance and Administration, Personnel, Technical Services and Contracts Administration, Training and Development, Information Services, Intergovernmental Affairs.

FINANCE AND ADMINISTRATION

1. (a) to respond to the recommendations outlined in the Auditor-General's report
- (b) to complete a review of Materiel Management within the Region by:
  - i) identifying areas which require improvement
  - ii) providing guidance and training required

PERSONNEL

2. to provide delegated Personnel Services and Personnel Management advice within the Region.

TECHNICAL SERVICES AND CONTRACTS

3. (a) to acquire and maintain physical facilities on Indian Reserves
- (b) to assist Bands, through a transfer of technology to increase the level of Band responsibility for the acquisition and maintenance of physical facilities on Indian Reserves.

TRAINING AND DEVELOPMENT

4. To provide Chief, Council, Band Staff, Departmental Staff, with necessary skills and knowledge.

INFORMATION SERVICES

5. To provide a vehicle for a flow of information between the public and the Department which reflects the activities of the Department to the public and those factors in the external environment which may have an impact on the Department.

INTER-GOVERNMENTAL AFFAIRS

6. To co-ordinate the TRIPARTITE PROCESS and facilitate negotiations between Federal, Provincial and various Indian groups in terms of overlapping jurisdictions, review of key policies impacting on services, and define those areas of service which need consideration.

# CONSTRAINTS

CONSTRAINTS

# CONSTRAINTS

# \$

# PERSON YEARS

# POLICY



CONSTRAINTS

The capacity to achieve any goal is dependent upon:

- 1) Financial Resources
- 2) Human Resources
- 3) Enabling legislation and/or policy

1. FINANCE RESOURCES

- A) Inflation
- B) Non-discretionary programs such as  
Education - social assistance are increasing  
in units as well as unit cost
- C) Discretionary program dollars are decreasing:

Example: In 1979 - 80 the discretionary part  
of our budget was 18.4 million or  
20%

In 1980/81 it was 13.0 (SLIDE) Million  
or only 13%

POINT: Conceivably the non-discretionary and  
quasi-discretionary programs will eat up  
all discretionary program dollars by 1986.

2. HUMAN RESOURCES

1979 - 80 . . . . .867  
 1980 - 81 . . . . .834  
 1981 - 82 . . . . .764 projected to 1985-86

POINT: of the 764 person years for 1981 - 82, 327 are teaching staff and are non-discretionary  
 This leaves 387 person years to achieve the goals set out for all other programs

POINT: In reducing from 834 person years in 1980 - 81 to 764 person years in 1981- 82 the bulk of reduction comes from programs other than education. ?

3. POLICY (OR LACK OF)

Examples: - Lack of a National and Regional policy for devolution ✓  
 - The policy increasing post secondary student allowances - strain on budget ✓  
 - Lack of a community based planning policy ✓  
 - National management improvement plan and its Regional equivalent ✓

DEVELOPMENTAL RESOURCES

The development of a comprehensive policy for the transfer of program responsibility to Bands will necessitate an initial major expenditure for planning and implementation at the Regional, District and local levels. The initial investment of developmental resources, human and financial

will help ensure

- a continuity of established service levels
- client input at the commencement of the project
- will result in the timely transfer of relevant programs
- control of administrative costs\*
- commitment to the process on the part of program managers

The successful implementation of a devolution policy will depend on the allocation of sufficient resources at the beginning of the process.

\* Auditor General's Report - P. 181 - administrative costs resulting from program transfer increased by \$36 million represent a real overall increase of 44 percent.

# SPECIFIC IMPLICATIONS

IMPLICATIONS

SPECIFIC IMPLICATIONS

RESOURCES FOR DEVOLUTION

- 1979/80, 50% of Ontario Region budget administered by Bands
- projectives: 1981/82, 53% of budget administered by Bands  
by 1986, 75% of budget
- effective transfer will entail considerable "front end" costs
- in addition to these costs:

A. DEVELOPMENTAL RESOURCES (beginning of Process)

- for planning to ensure:
  - continuity of service levels
  - client input
  - control of administration costs
  - commitment from Program Managers

B. ADMINISTRATIVE AND TECHNICAL TRAINING & DEVELOPMENT

- before transfer of programs
- financial and management skills to assist Band Councils and Staff to effectively administer programs
- ongoing, to include professional and advisory support to Band Councils and Staff.

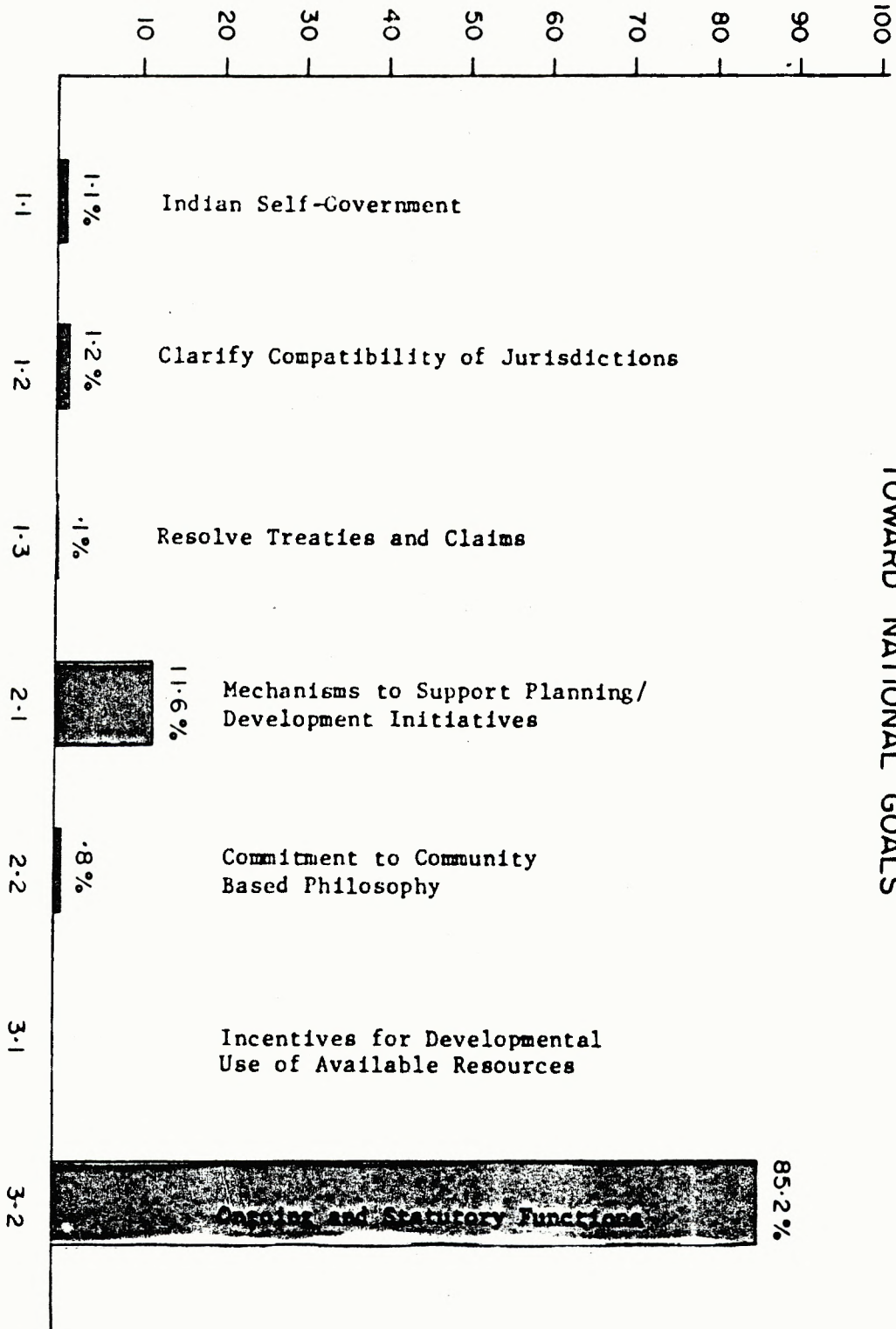
C. COMPREHENSIVE COMMUNITY PLANNING

- to ensure effective and flexible use of resources at Band level
- ensure programs and services responsive to long term needs of Indian people

IMPLICATIONS

- requirement to provide more complex services
- requirement to maintain established level of service
- requirement to respond to national initiatives i.e. program planning and evaluation, National Operational Goals.
- Virtually every one of the major areas of concerns will only be resolved if significant resources are made available at least at the initial stages of implementation

**% OF ONTARIO'S BUDGET ALLOCATION  
(INCLUDING CAPITAL)  
TOWARD NATIONAL GOALS**



EFFECTS OF NON DISCRETIONARY RESOURCES ON  
(1) DEVELOPMENTAL AND (2) DISCRETIONARY RESOURCES  
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The chart graphically presents the impact of the demand for non-discretionary funding on our total resource allocation.

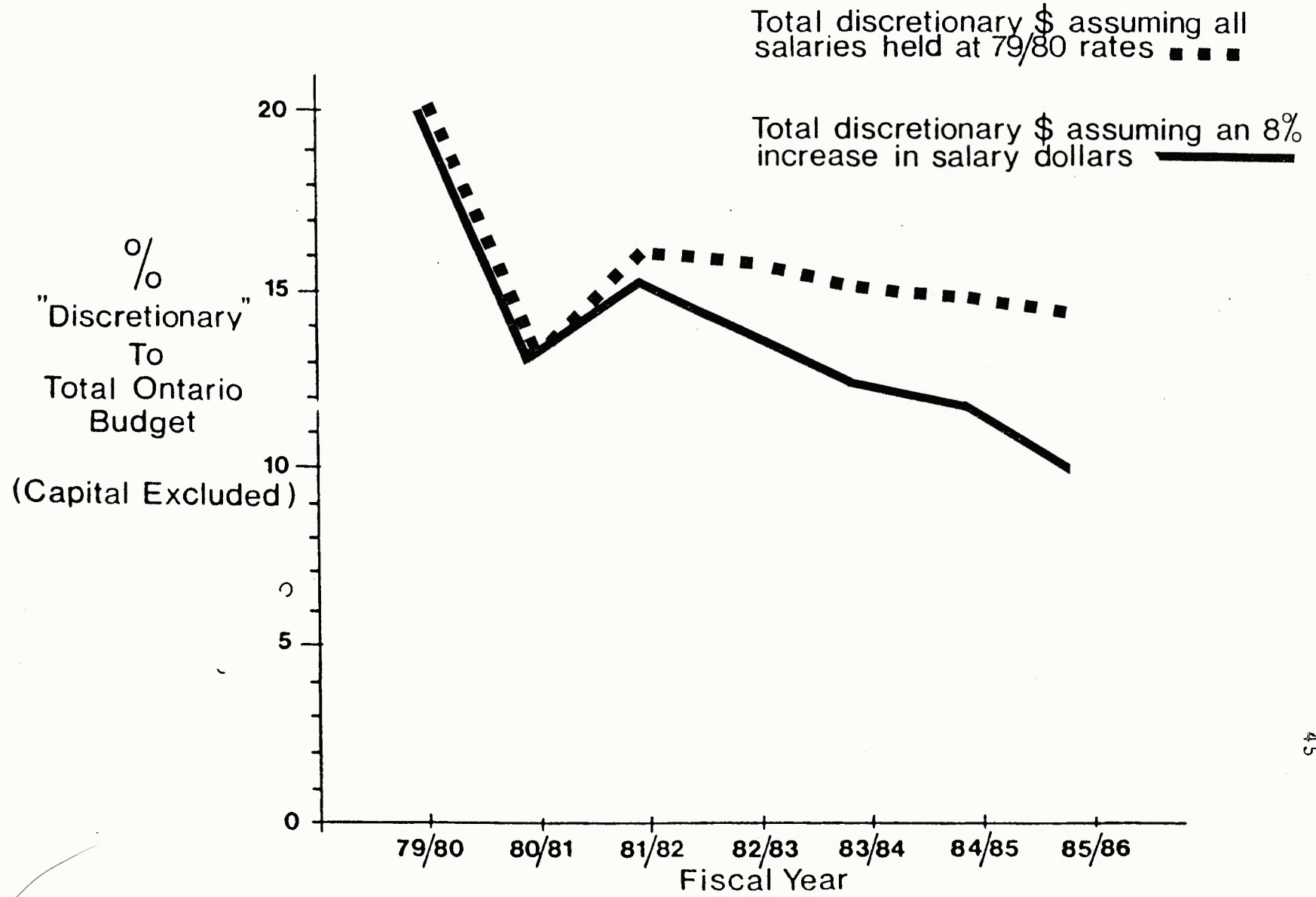
1. The vertical axis indicates the % Discretionary to the total Ontario budget.
2. The horizontal axis indicates the % Discretionary to total budget from 1979/80 through to 1985/86.
3. The broken line is a function of the Constant Rate Salaries at 1979/80 level.
4. The solid line is a function of increasing salaries (8% annual increase).
5. The slope of the solid line for 1981/82 to 1983/84 is similar to the slope for 1984/85 to 1985/86, but flattens slightly for 1983/84 to 1984/85.
6. The 8% annual salary increase was not included for the period 1983/84 to 1984/85.
7. The 1983/84 to 1984/85 interval on the yellow line indicates the point at which minimum support is available to existing programs.
8. Beyond 1984/85 on the solid line, resources available to existing programs will not meet minimum requirements.

The history of annual salary increases indicates greater fidelity with the solid line than with the broken line and will precipitate a "DISCRETIONARY CRUNCH" in the interval 1983/84 to 1984/85. The "DISCRETIONARY CRUNCH" is the point at which resources will fall below the levels required to provide minimum support to existing programs.

The "Discretionary Crunch" is exacerbated by the irreversible commitment to turn programs over to Bands together with the 8% overhead administration allowance. Despite the fact that this is a discretionary expense, it cannot be denied, nor can we refuse to turn over the programs. There is no salaries saving, as departmental support needs increase in the short term, while band staff are learning to work within the requirements of contribution arrangements and reporting requirements.



# THE DIMINISHING DISCRETIONARY DOLLAR



UNFUNDED NEEDS

The "DISCRETIONARY CRUNCH" will result in the following  
 "UNFUNDED NEEDS". TOTAL UNFUNDED NEEDS \$6,712.7

<u>PROGRAM</u>	<u>1981/82</u>	<u>UNFUNDED NEEDS</u>
LOCAL GOVERNMENT	\$ 231.2	- Fire Protection
	1,300.0	- Overhead (to provide O & M funding for admin. of capital projects
	200.0	- Maintenance of Structure
	73.4	- Day Care
	238.4	- Training Programs
	364.0	- Planning Support
	500.0	- Child Care (price increased since target received
	<hr/>	
	TOTAL \$1,912.0	
EDUCATION	\$ 848.2	- New occupational skill and development
	747.2	- Adult education
	50.0	- Research
	74.9	- Library services
	100.0	- Cultural grants
	57.0	- Off-reserve allowances
	240.6	- Lunch supplements
	<hr/>	
	TOTAL \$1,069.7	

<u>PROGRAM</u>	<u>1981/82</u>	<u>UNFUNDED NEEDS</u>
ECONOMIC & EMPLOYMENT DEVELOPMENT	\$ 250.0	- Support to Band Development of socio-economic plans
	981.0	- New Indian businesses
	1,600.0	- New programs in the Natural resource section
	<hr/>	
TOTAL	<u>\$2,831.0</u>	
RESERVES & TRUSTS	\$ 100.0	- Management responsibili- ties of Reserve Lands by Bands under Section 53 and 60 of the Indian Act. (Preparation training for Bands)

The DILEMMA we face is the level of EXPECTATION created in the client population that - existing programs will continue and expand; new programs will be developed.

# ONTARIO REGION'S STRATEGIES

STRATEGIES

DEVOLUTION

1. The transfer of program responsibility to Indian Bands has progressed in a rapid, if not somewhat ad hoc manner.
2. The lack of explicit policy framework and guidelines at the National and Regional levels has lead to some confusion and control problems. Some of these problems are noted in the Auditor General's Report.
3. The development and implementation of a comprehensive policy for the transfer of programs to Bands is a Regional priority.
4. The development of a Regional policy is contingent upon a National policy being developed.

The Ontario Region has made a preliminary list of 10 areas that must be addressed in the development of such a policy.

1. - comprehensive implementation
  2. - flexible orientation
  3. - institutional and legal constraints
  4. - contribution arrangements ✓
  5. - accountability ✓
  6. - local autonomy
  7. - developmental resources
  8. - administrative and technical training
  9. - comprehensive community planning
  10. - mechanism for transfer to departmental employees ✓
- g?

5. Organizational Transition:

As devolution proceeds, it will be necessary to review the organizational structure and the philosophical approach of the Region to ensure that it is compatible with the evolving needs of the Indian people.

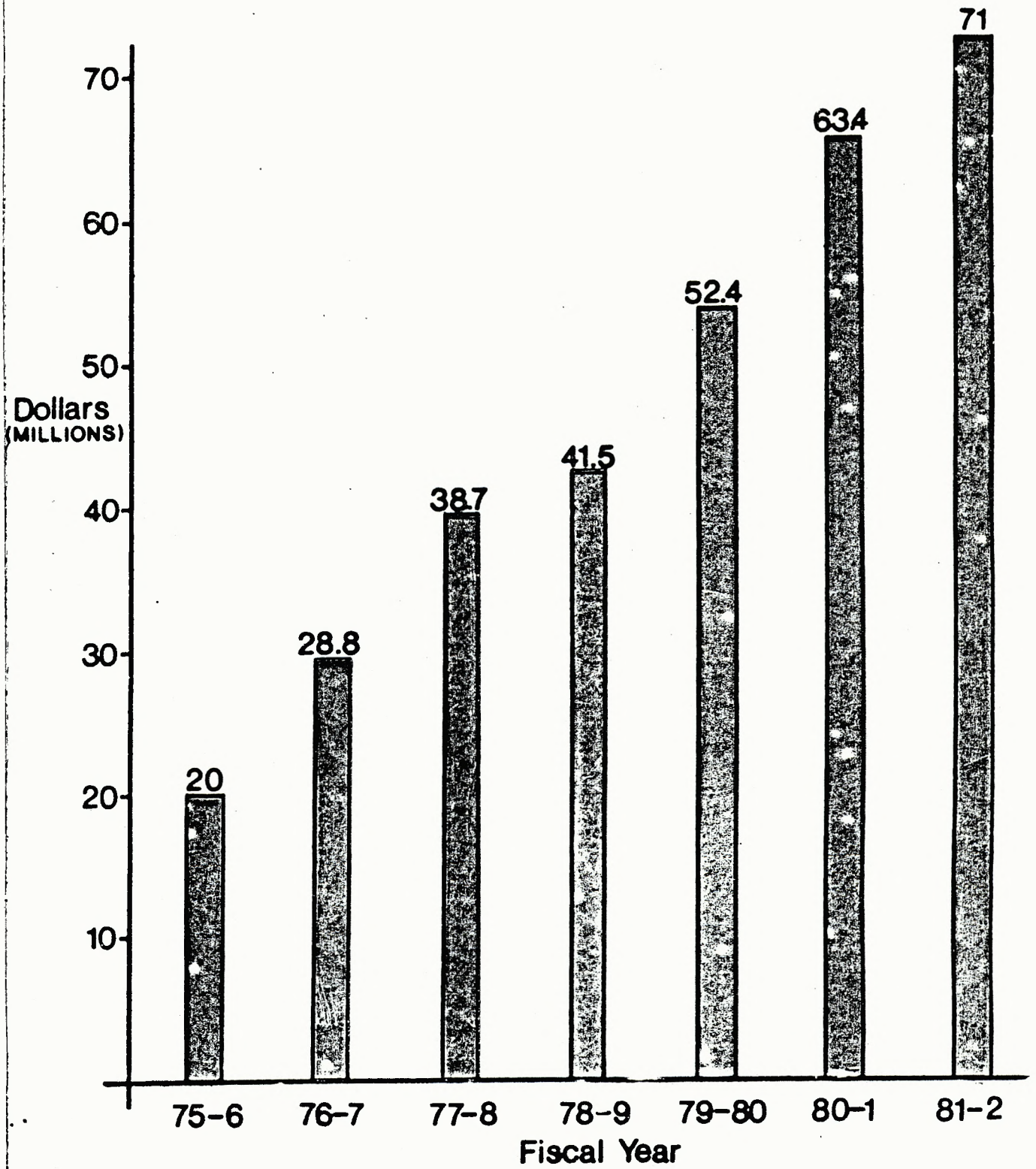
Through discussions with various Indian organizations and staff in Ontario, a Position Paper will be developed which will project the probable organization structure of the Ontario Region in the 1980's.

The paper will address:

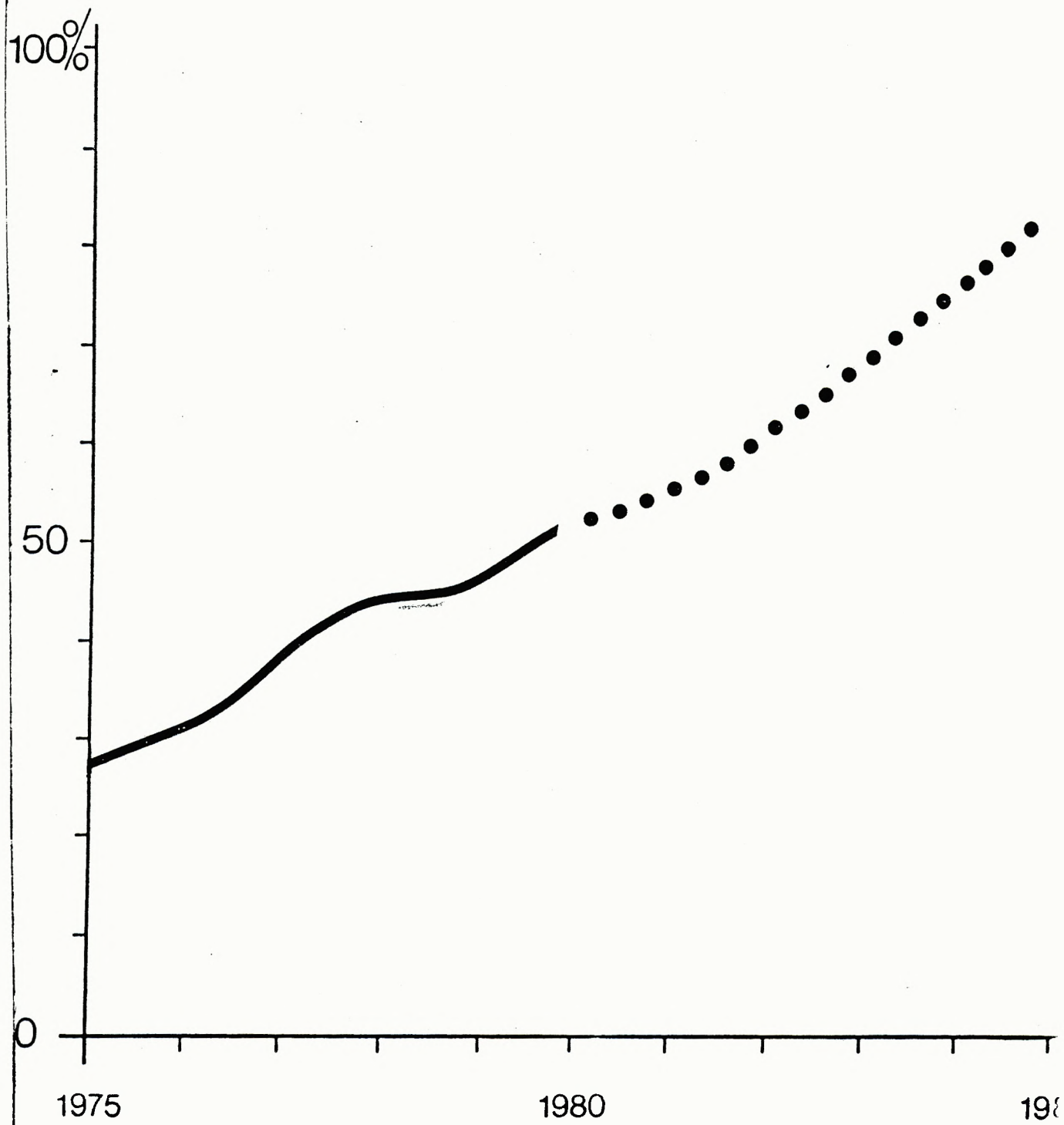
- 1) the shift in the Department's role from that of direct service delivery to a joint management or partnership role ✓
- 2) strategies to assist and monitor the transfer of program responsibility to the Band and/or Tribal Council. ✓
- 3) the types of organization and employees required to support the selected devolution strategy ✓
- 4) the costs associated with the devolutionary strategy selected ✓

One of our present problems, as identified by the Auditor General is the lack of a detailed plan for devolution, complete with identification of all associated direct costs. The above mentioned Position Paper will address this issue.

# DOLLAR VALUE OF PROGRAMS ADMINISTERED BY ONTARIO BANDS



# PERCENTAGE OF REGIONAL BUDGETS TRANSFERRED TO BANDS





COMMUNITY BASED COMPREHENSIVE PLANNING

"A CONTINUAL PROCESS OF GOAL SETTING AND STRATEGY/PROGRAM DEVELOPMENT COVERING ALL ASPECTS OF AN INDIAN COMMUNITY'S LIFE."

1. In recognition of the great need to have Indian people input and consultation at all levels of Departmental planning, the Ontario Region has committed itself to the implementation of community based planning.
2. The process is designed to take into account the social, economic, cultural and physical aspects of a community and their inter-relationships to give a picture of what is, and what might be. The major regional programs have set up some form of community based planning process.
3. Capital plans are being established by Bands to ensure the most effective use of resources. Band prepared socio-economic plans are being implemented for long term development.
4. Band-prepared community education action plans are in place on many of the Reserves in Ontario. Some Bands are still in the developmental stage in terms of action plans.
5. A major focus of our planning section for 1981-86 will be to assist Bands in developing comprehensive community based plans. This will be achieved through consultation and co-operation with the Bands and the District Liaison Councils.

MANAGEMENT IMPROVEMENT

Improved management decision making will evolve as a result of increased use of systems such as data base formula funding, B.C.S., performance measurement and the Personnel Management Planning system, together with unique Ontario innovations such as "Grow Your Own Manager" and District operational reviews. Within the next three years all recognized plans generated in Ontario Region will incorporate a performance measurement or evaluation capacity. In addition, we are taking remedial steps in response to Indian Affairs in the Auditor General's Report.

FINANCE AND ADMINISTRATION - RESPONSE TO THE AUDITOR GENERAL

We are taking immediate steps to respond to the comments made by the Auditor General in his recent report. The report was discussed at our recent management meeting. Specific actions we are taking are as follows:-

## 1. Audit Observation (per Auditor General's Report)

Section

- (a) 6:35 In the fall, our Region treated as a top priority item the establishment of a 5-year plan for this Region clearly identifying program goals, planned strategies and activities. This comprehensive plan will be projected to District and Band operating levels. Finance will have a strong role in 1981/82 in developing a system of reporting and in analysing performance to this plan.
- (b) 6:36 Currently we are approving Contribution Arrangements that meet the 4 financial terms and conditions spelled out by our Minister. We are aware, however, that this does not conform to T.B. regulations; this obviously puts Finance in an uncomfortable position. We know that Headquarters Finance is aware of this dilemma and welcome future initiatives to develop methods of funding control that are more compatible with the requirements and capabilities of individual bands.

With respect to accountability of money spent by bands, for approximately the last year and a half, our district field personnel have commented on the financial statements for Indian Bands and addressed this particular issue. In many of our District operations where it is feasible, a plan of action is developed for the coming year in consultation with the Band Councils. This insures that both the resources and the purpose for which the resources were allotted are met. Although some difficulties are experienced in securing program comments on statements, our attention will be focused on improving the quality of band statement presentation and analysis by program managers, such that more meaningful analyses can be made sooner, which will provide needed controls in this area.

In the area of improving the quality of band reporting we are reaching the point when close to 50% of the Indian Bands in Ontario will receive either clean audit reports or audit reports with minor qualification. Many of the Indian communities are using computer systems to control their resources. This is not isolated to just the Bands in southern Ontario, we are currently working very closely with our James Bay District bands to determine the feasibility of their using a computer service bureau.

- (c) 6:38 This Region is committed to utilizing the Project Accounting System - a Departmental system effective April 1, 1981 - for all capital projects. The system will be tested this year for major projects (over \$250,000). As such, period status reports will be available to managers both on physical and financial progress.

(d) Material Management

In response to the Auditor General's report on material management, although our Department was not audited, we are taking action to improve our overall material management in the Region.

1. Inventory custodians are being appointed.
2. Annual inventories will be conducted.
3. We are overhauling the Financial Management Information System.
4. Training programs are planned to assist field staff in material management.

In summary, our plans involve applying existing T.B. policies to the Region to provide more economical and efficient operation. Assisting District Management through Training Programs and Operational audits to identify problems and means of solving them.

2. Section

(a) 6:108 BCS/EAS Systems

The BCS/EAS Systems are being put forward to the managers on a more frequent basis. The arrival of computer terminals in the

Region has greatly enhanced the system in terms of accurate and timely information. Training for managers is on an on-going basis, utilizing in part established training packages provided by our Ottawa colleagues. The use of these systems would be drastically expanded if it could budget down to function code levels instead of only VCC.

- (b) The BCS/EAS System is the principal source of management statements in the Ontario Region. It is used by some 48 RCMs and numerous CCMs within the Region. The most recent expansion of the use of BCS reports is the utilization of Budget Free reports (R-16) as the sole mechanism for requesting budget changes between Vote Control Codes and/or between RCMs.

HUMAN RESOURCES DEVELOPMENT  
-----

- DEPARTMENT STAFF
- BANDS

DEPARTMENT STAFFA. PERSON YEAR REDUCTION:

Personnel provides advice and assistance to management re: reduction; implements work force reduction procedures; counsels surplus employees; and when possible, facilitates re-employment.

B. PERSONNEL MANAGEMENT PLANNING:

To determine both short and long-term human resources requirements.

1. MANAGEMENT DEVELOPMENT STRATEGY

- through Training and Development Unit, identify strengths and weaknesses within organization, develop, implement and evaluate strategies to strengthen and improve management effectiveness in this Region.

2. NATIVE RECRUITMENT

- currently 36.5% of Ontario Region staff
- increase of 3.5% planned for next fiscal year primarily at middle and senior management levels.
- strategies include
  - (a) on-campus recruitment
  - (b) native applicant inventory
  - (c) Bands and Associations notified of open competitions
  - (d) career planning and development for native employees.

3. SPECIAL CONCERN GROUPS

- identify and develop high potential employees using "Grow Your Own Manager" program, education leave, CAP nominations and special developmental assignments

DISTRIBUTION OF NATIVE  
EMPLOYEES BY CATEGORY

CATEGORY	NUMBER
Scientific and Professional	114/393
Admin. and Foreign Service	67/179
Technical	15/20
Administrative Support	65/185
Operational	<u>46/63</u>
	307 (35.9% of Region)

Distribution by Officer Levels

	Junior (including teachers)	Middle	Senior
Native	153 35.25%	30 25.64%	2 8.0%

Teachers: 113 Natives or 36.8%

#### 4. STRENGTHENING PARTNERSHIP WITH BANDS

- to achieve common goals
- by working/learning together: Selection Board Workshops (model for other Regions), Cross Cultural Workshops and joint Band/Department staff workshops

#### C. ISSUES:

1. Person year reduction, program transfers to Bands and financial restraint limit the financial and human resources required for effective management development and retraining programs.
2. Achieving goal of program transfer to Bands reduces the percentage of native and women employees (teachers who face lay-off).
  - (a) do we retrain teachers? already have professional qualifications
  - (b) does retraining teachers for other positions rob Bands of qualified staff?
3. Reductions in person years and financial restraints have far reaching implications in terms of the effective transfer of programs to Band Councils.
  - (a) need to fulfill service delivery commitments as well as develop meaningful mechanisms for devolution;
  - (b) continuing need to provide services of increasing complexity
  - (c) continuity of employee rights and benefits during and after transfer of program in order to maintain positive attitudes toward devolution process.



GROW YOUR OWN MANAGER

The Grow Your Own Manager Program was created in response to a growing need for better trained managers who could assume greater responsibility in the changing organization.

Senior Management of the Region identify suitable candidates, a self-directed learning contract is negotiated between the manager-candidate and supervisor, and the Training and Development Unit provides the structure for translating the contractual agreement into a one year learning plan.

The Ontario Region developed this program to incorporate broad conceptual management theory and practices with experiential learning based on the unique needs of the organization and the individual manager.

This Program has the potential to achieve the following:

1. a high quality, professional apprenticeship program
2. a motivational device for those aspiring to management positions
3. a tune-up program for managers who want and need to improve their skills and keep abreast of new developments
4. a vehicle for experienced managers who are looking for other ways to make a contribution to the organization besides their regular activities
5. development of managers with broad range of conceptual and experiential skills relevant not only to our Department but to the Public Service in general.

BAND HUMAN RESOURCE DEVELOPMENT

Training designed and delivered to meet the identified needs and priorities of Bands.

1. BAND/DIA JOINT TRAINING PROGRAMS

- whenever possible, to enhance concepts of partnership and teamwork to meet common goals.
- examples: selection boards, cross cultural awareness, reserves and trusts, and social counsellor workshops

2. REQUESTS FROM BANDS FOR TRAINING IN:

- management effectiveness, skill development, team effectiveness, self government and bylaws, effective meeting skills, social counsellor training, facilitation skills and comprehensive community planning skills and strategies.
- Training & Development is a management tool to facilitate goal achievement

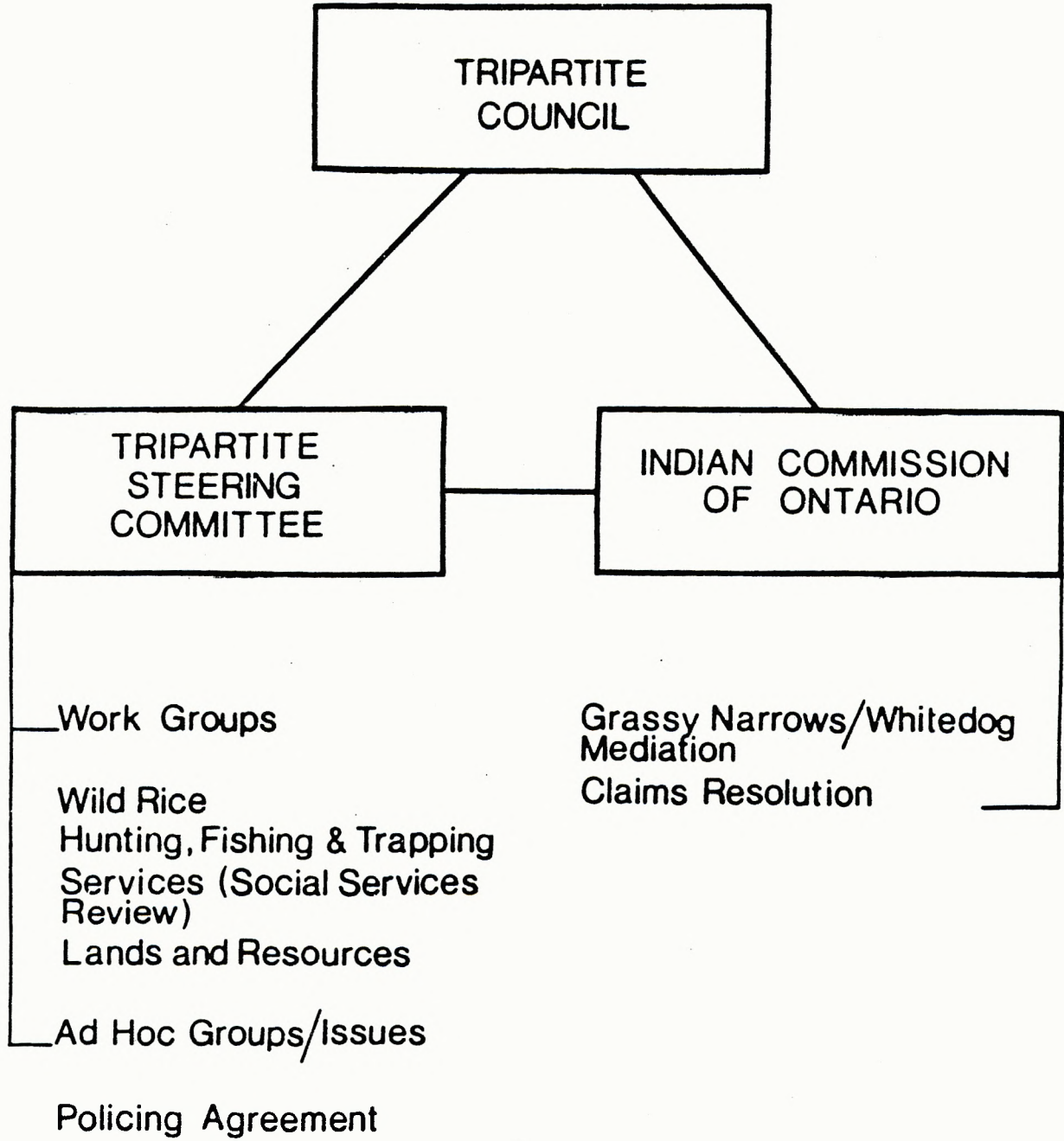
3. INDIVIDUAL BAND STAFF EMPLOYEE TRAINING

- for specific skill development
- through community college or university
- example: Confederation College, developed out-reach program in conjunction with Department staff for Band Managers.  
Lakehead and Western University considering similar program

4. REASONS FOR SUCCESS

- program designed to meet specific identified needs  
of participants
- professional facilitation skills of Training & Development  
Unit staff

# ONTARIO TRIPARTITE STRUCTURE



ONTARIO TRIPARTITE STRUCTUREGENERAL

- Major regional priority
  - R.D.G. Role and Intergovernmental Unit
  
- Believe it is unique in Canada
  - Regular, formal structure for resolution of issues of mutual concern
  - Improved relations
  - Concrete progress in 3 years - e.g. Social Services, Policing, Wild Rice

TRIPARTITE COUNCIL & STEERING COMMITTEE

- Frequency of meetings, ministerial & D.M. membership
- Broad direction of process

INDIAN COMMISSION OF ONTARIO

- Facilitative role, neutral body
- Forum for resolution of differences
- Experimental Claims Resolution
- Judge E.P. Hartt, Commissioner, Second 2 year term

WORKING GROUPS

- Lands Resources - 1924 Agreement, etc.

- Services - Jurisdiction and Social Services
  - Wild Rice
  - Hunting, Trapping and Fishing
- (national implications)

FUTURE

CONCRETE PROGRESS MADE

PROCESS PER SE VALUABLE

EVALUATION NEXT YEAR

SIGNIFICANCE OF CONSTITUTIONAL TALKS

TRIPARTITE ONTARIO SOCIAL SERVICES REVIEWBACKGROUND

- 3-4 years ago Indian people and Department started process because of dissatisfaction
- Department had been funding 95% of Social Assistance, Care of Elderly, etc. to approximately \$16 million, but Province defined, directed programs
- Stage 1 of Review produced report outlining problems from view of clients and governments
- Stage 2 now complete - gives goal of new arrangement for Social Service system that is Indian specific, band defined and controlled
- Defined six transitional stages

SIGNIFICANCE

- Unique process fully involving Indian people, province and federal government throughout and at all levels
- Unique practical definition of direction desired by Indian people - generally that outlined in Department's philosophical directional plans, etc.
- Have produced a common working document as basis for substantive change

# SUMMARY

SUMMARY-CRITIQUE



NATIONAL PROGRAM OPERATIONAL GOALS

- 1.1 Establishing an enabling system for Indian self-government
- 1.2 Clarifying the compatibility of jurisdictions amongst federal, provincial, and band governments and the access by Indians to provincial programs, services and natural resources, including:
  - the establishment of a tripartite consultative and negotiating framework;
  - the establishment of a framework for Indian participation in the constitutional renewal process
- 1.3 Resolving outstanding treaty land entitlements and supporting the settlement of claims.
- 2.1 Developing mechanisms to support planning/development initiatives taken by Indians, including:
  - resourcing systems capable of supporting administrative functions and community-based programs to ensure control by bands over program and resource allocation decisions
- 2.2 Establishing a commitment to a community-based philosophy within the Department and Government agencies, including:
  - strengthening the advisory capacity required to support community-based planning and development;
  - developing mechanisms to ensure the co-ordination of federal policies and programs as they affect Indians and Inuit

- 3.1 Providing incentives for the developmental use of available resources.
- 3.2 Performing on-going and statutory functions in such a way as to strengthen Indian government.

ONTARIO REGION - PLANNING PROCESS  
NATIONAL PROGRAM RESOURCE PLAN

The Ontario Region followed the instruction issued by the Assistant Deputy Minister for the preparation of the Ontario Region input into the National Program Resource Plan.

After the plan was submitted to Headquarters we assembled our Program and District Managers and conducted an internal evaluation of the Operational Planning Process. As a result of this critical review the following points were recorded:

THE POSITIVES

1. Senior Management were setting some priorities
2. Planning targets were provided.
3. Regional Program Managers visited every district to work with District staff.
4. Each level of management had better information to base decisions on.
5. Tying resources into work identified encouraged Managers to think and plan ahead.
6. Improved inter-program communication.
7. Process created a sense of ownership of plan with Managers.
8. Managers given and acknowledged their responsibility to plan and be accountable for goal achievement.
9. We have established a base to work from and to measure performance against.

...2

-2-

SOME PROBLEMS ENCOUNTERED:

1. Support Services had problems relating to goals.
2. Changes made during process caused some confusion and rewriting.
3. Time frame was too short and not clearly defined.
4. Units for costing purposes are missing (community infrastructure.) Some units change during process (Education).
5. Instruction from Headquarters and Region did not flow through one stream and were not always written.
6. Lack of Band input.
7. Process at District and Band level not clearly defined.
8. Managers had difficulties relating key activities to chart of accounts.

SOME RECOMMENDATIONS:

As a result of the Region review of the process the following recommendations are suggested:

1. That the planning process be continued with minimal changes.
2. That the instruction manual be amended where necessary and sent to all Regions by May 15, 1981.
3. That resource planning targets continue to be provided.
4. That there be a structure to the process that indicates inputs from various levels in the organization to one national resource plan.
5. That comprehensive community planning be used as one method of obtaining band input to the National Resource Plan.

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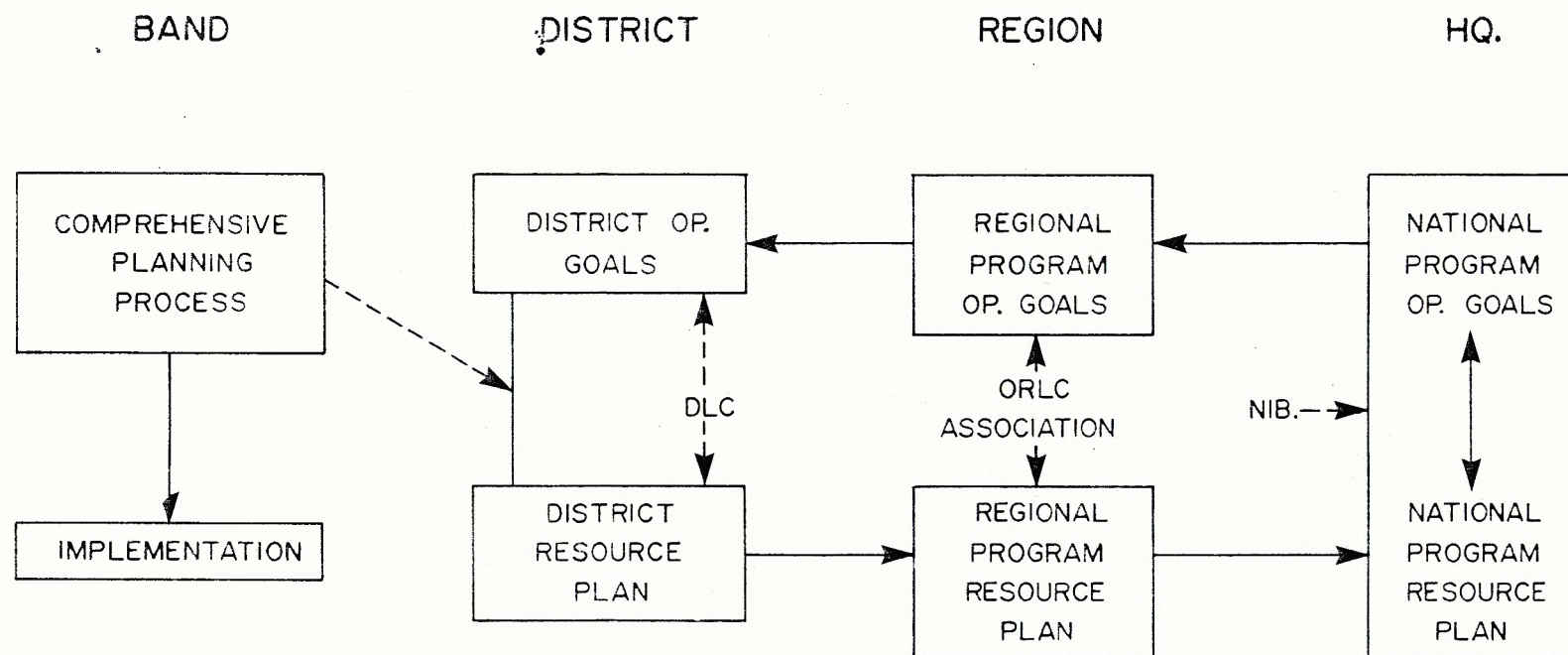
SUGGESTED FLOW TO NATIONAL RESOURCE PLAN

- (a) Bands set priorities and thrusts.
- (b) Districts submit situation report and Band priorities and thrusts.
- (c) Regional Director develops set of draft goals and Regional thrusts.
- (d) National priorities and goals received at Regional level with resource targets.
- (e) Regional Director finalizes goals and thrusts for Region based on National Goals/Band Priorities.
- (f) Regional Program Director develop strategies to accomplish goals.
- (g) Districts provided with goals, strategies, and resource guidelines.
- (h) Districts develop key activities, indicate milestones and outputs from use of resources.
- (i) District submissions roled up into Region's input to National Resource Plan.
- (j) Upon approval of Region's input and receipt of targets for Fiscal Year, districts prepare work plans.
- (k) Region submits work plan to Headquarters.

We found this approach to planning very good and strongly recommend that there be a continuation with as few changes as possible.

Our managers are in the process of developing strategies to overcome some of the key problems that we experienced this year.

COMPREHENSIVE PLANNING AS A  
COMPONENT OF RESOURCE PLANNING CYCLE



CONSULTATION  
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CONCLUSIONS

As a result of the implementation of the Ontario Resource Plan, we expect that by 1985-86, the following conditions will exist:

1. 75% of the Ontario Regional budget will be administered by Bands.
2. The Ontario Region will adopt an Employment Thrust (covering all programs - not just Employment Programs) to try and address the serious unemployment situation as evidenced by many factors including the high numbers of unemployed employables receiving social assistance.
3. 85% of Bands in Ontario will receive either clear audits or audit reports with a minor qualification.
4. - The number of Grade 12 students will increase by 100%, from 500 to 1000.  
- The number of university and professional student weeks will increase by 40%, from 32,000 to 45,000.
5. 115 Bands will have comprehensive community plans.
6. Person years will be reduced from 834 in 1980/81 to 764 in 1981/82 and will remain constant to 1985/86. FURTHER REDUCTION WILL BE BASED ON DEVOLUTION NOT IMPOSED CUTS.